DOCUMENT RESUME

ED 062 612 AC 012 581

TITLE	Neighborhood Conservation Program. Part I: Project Selection Criteria, Area Evaluation, Project Recommendations.
INSTITUTION	Urban Collaborative, Detroit, Mich.
SPONS AGENCY	Michigan State Dept. of Social Services, Lansing.
PUB DATE	29 Jun 71
NOTE	199p.; DSS Manual 13 (3-72)
EDRS PRICE	MF-$0.65 HC-$6.58
DESCRIPTORS	*Conservation (Concept); Demonstration Projects; Housing Needs; *Neighborhood Improvement; Program Evaluation; *Projects; *Standards; State Agencies; Testing; *Urban Renewal
IDENTIFIERS	*Michigan State Housing Authority

ABSTRACT

This report deals with the elements of a neighborhood conservation program which will require the formulation of criteria for selecting a project area, the testing of those criteria in a particular location, and the definition of specific tasks within the project area. The projects described are intended to provide the Michigan State Housing Authority with sufficient information with which to embark upon its first conservation effort and to form the base upon which to formulate future conservation projects. (Author/CK)

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NEIGHBORHOOD CONSERVATION PROGRAM

prepared for
Michigan State Housing Development Authority

by
The Urban Collaborative

AC012581

STATE OF MICHIGAN
DEPARTMENT OF SOCIAL SERVICES

Part 1

DSS MANUAL 13 (3-72)

NEIGHBORHOOD
CONSERVATION
PROGRAM

Prepared for the
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The Urban Collaborative
95 West Hancock
Detroit, Michigan
June 29, 1971

Part I:

Project Selection Criteria
Area Evaluation
Project Recommendations

ACKNOWLEDGEMENT:

This Project was carried out under the administrative direction of Phillip Rhodes, Deputy Director of the Michigan State Housing Development Authority. His guidance and foresight have been invaluable to the formulation and presentation of the program.

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INTRODUCTION

The decay of the older neighborhoods in American cities has been, and is still, a major issue in urban development. All sorts of programs have been created to rebuild sections of our cities after they have been worn out. Few programs have been created to deal with the problems of those areas before they are worn out. And none of those programs have been successful enough to warrant their continuation and expansion.

The need for an effective program to arrest some decaying elements while replacing others has become obvious to those actively involved in rebuilding our older cities. This is particularly true whenever housing projects are being undertaken within the framework of such devices as urban renewal. For this reason, the Michigan State Housing Development Authority has undertaken a program aimed at strengthening that which is unsound in an effort to expand and intensify its overall housing efforts.

This report deals with the elements of a neighborhood conservation program which will require the formulation of criteria for selecting a project area, the testing of those criteria in a particular location and the definition of specific tasks within the project area. The projects described here are intended to provide the Authority with sufficient information by which to embark upon its first conservation effort with reasonable assurance of success, and to form the base upon which to formulate future conservation projects.

DEFINITION OF NEIGHBORHOOD CONSERVATION

The need for a working definition of neighborhood conservation is evident from the wide array of programs in existence which are aimed at some kind of conservation. They range from home remodeling to historic perservation. All are useful in some degree in a conservation effort, but some provide a vehicle for a comprehensive approach to the conservation of whole neighborhoods. An adequate definition of conservation should include all these separate needs into a statement to guide overall conservation efforts. It should identify all aspects of conservation and establish a framework within which they can be acted upon with clearly predictable results.

Neighborhood Conservation is a term usually used to describe programs aimed at the physical preservation of a specific area of a city. The term implies the repair of buildings, increased level of public maintenance services and in some instances greater access to loan and grant funds. Official definitions of Neighborhood Conservation, however, have never included overall conservation of human resources.

5 Past efforts in neighborhood conservation have been limited to large areas and aimed only at stopping decay of the physical environment, utilizing only the most primitive, analytical and developmental tools. Generally speaking, past efforts have been carried out on the pretense that the deleterious effects of social change can be avoided by hiding the evident change in the physical environment. The arguments have been used that if one can avoid the decay of certain areas of the city through essentially cosmetic efforts, then one can postpone indefinitely the overall redevelopment and rebuilding of the City. The trouble is that there has been just enough truth in this argument to make it seem practical. In fact, the programs have been weak conceptually, timid in their developmental processes and almost totally lacking in funds to have any practicable effect.

Those effects in neighborhood conservation and rehabilitation which have succeeded have been in response to private initiative; such as Old Town in Chicago, Market Square in Houston, Georgetown in Washington, D. C., and the residential alleys of Philadelphia.

These efforts have all been relatively well-financed, privately sponsored, and aimed at attracting a higher level segment of the economic market. To be sure, they have all had the assistance of local government, and in some cases of the federal government, but the initiative has always been private.

In contrast with the successful private projects that have been undertaken, government projects in neighborhood conservation have almost all been total failures. They have operated under the pretense that a few new street lamps and sidewalks would stem the tide of physical blight and misuses of the environment. In this sense, the conservation programs presently being carried out are a subtle form of restrictive housing practices, trying to maintain old environmental values instead of incorporating new ones being forced by social change.

Government sponsored conservation has always been aimed at preserving environmental support for those people presently living in an area, and who in many cases are ready to leave the area for a variety of reasons, or are unable to accept the changes that seem inevit-

7 able. For example, quite often a neighborhood will be full of older people whose children have grown up and left home and who are not prepared for younger families with young children moving in, and the noise and clutter that ensues. They, therefore, feel their environment has failed them. Quite often too, those moving in are of lower economic capacity than those presently living in the area, and have living habits adjusted to meet those economic differences which are not acceptable to the first residents.

To be effective, conservation, like any other aspect of an overall development posture, must prepare the area for change; not attempt to prevent it. A sound concept of physical conservation must accept parallel concepts of social and economic conservation. Conservation should not be seen just in terms of preserving old buildings. Conservation should not be regarded as the creation of a very large museum in which old people can live and die. It should be thought as the rebirth of an existing environment to provide living space for those who are in it as well as new members that wish to join it. Consequently, an overall approach to neighborhood conservation will include not only housing, but all of the service systems as well, such as education, recreation, safety, health, and private commercial enterprise. All the measures of the "good life" should be included. In addition, any serious conservation efforts undertaken must include a vision of overall development or redevelopment which includes new facilities as well as preservation of old facilities.

An overall conservation program should include a definition of the client, a complete cost analysis and the establishment of regulations to carry out the plans and programs. Client definition is a key element, almost always missing from most redevelopment and conservation efforts, which identifies for whom the work proposed is to be undertaken and outlines the ability they will have to benefit from the program. Client analysis should define those who are to remain in the area, those who want to leave and those who are to come in terms of their income, their race, and their social and physical needs, and relate all of these things to the programs that presently exist to meet the needs defined. It is as important to identify

9 those who the present conservation programs will miss as it is to define those for whom such efforts are intended to serve. In this way, one can pre-determine the degree of success that is likely, and can, therefore, determine whether or not the program should be undertaken at all.

The importance of a cost analysis at the earliest stages cannot be overstressed. This does not mean the costs of undertaking the physical program alone, but the cost of all efforts, both public and private, that are envisioned as a part of the whole process, including the cost to the consumer. This will help in analyzing the client to be served.

Finally, the rules and regulations for carrying out a reasonable conservation program as a part of an overall redevelopment effort must be clearly worked out. This has to include all forms of land control, including various forms of ownership, taxation, special zoning districts, and the use of code enforcement and other public devices. Without a review of such regulations, and the cost of implementing them, any overall program will be meaningless and perhaps harmful.

One of the past difficulties in formulating reasonable rules and regulations for the execution of conservation projects is that they have not spelled out the exact nature of the programs. Activities undertaken, and responsibility required, are every bit as strong and severe as those presently used in the urban renewal process. That is to say; eminent domain may be required, as well as, the use of federal funds, special tax write-offs, redesignation of private redevelopment rights, etc. The mere presence of existing buildings allowed to remain does not change the overall legal posture that must be taken in conceiving new rules and regulations for effective neighborhood conservation. It should be remembered that those rules must overcome, among other things, the present ownership conditions and difficulties of transfering ownership from one socio-economic group to another.

To set up an effective conservation program, several items must be embraced including establishing a conservation development team and schedules for change

11 and setting up working relationships between public and private groups, and residents of the community, and providing a reasonable display of information sufficient to attract public confidence in the conservation process.

The very first step in the definition of a neighborhood conservation program is to define the process of change in terms of the needs of the people to be served, and the ability of existing programs to meet those needs. The second step is to set up a team approach to the conservation process. The team should consist of the various representatives of government including the Michigan State Housing Development Authority, leaders of the various community organizations, professional men involved in redevelopment, builders, financial people, land owners, and local businessmen. One reason for the early existence of such a team is so that they may be informed of what the conservation process involves and may contribute to that process.

Foreknowledge of potential good and bad effects of the conservation process should be undertaken to let people know what probably lies ahead, and to offer them a choice as to whether or not the program is undertaken in their area. This can prevent, or at least augment, the hazards of surprise at a later point in time and the disappointment and anguish so common in the redevelopment process as it presently exists in most of our central cities.

A this time, a prototype conservation area should be set up and a model of the process, along with its cost, should be analyzed before proceeding to establish any new laws or seek any new funding. There are many areas within the cities of Detroit, Flint, Grand Rapids, Kalamazoo, Bay City, etc., that satisfy the simple requirements dictated by conservation. In addition, most such areas have at least a modest form of neighborhood community organization which would support some of the aspects of conservation. It is interesting to point out that in most instances where neighborhood groups have strongly supported conservation they have not done so in anticipation of new people moving in, especially when those new people may be of a different racial background or a different economic group. It

13 is unreasonable to expect that the simple existence of a more technically sound program would change current malfunctions of human nature. Consequently, any programs undertaken under the name of neighborhood conservation should be done with full cognizance of these human frailties. The program should not, however, blindly submit to them but should attempt to use them in a constructive way in establishing an environment which can encourage more healthly living conditions in the future.

In summary then, a simple definition of neighborhood conservation would describe physical actions with social and economic benefits to the present and future residents of an area undergoing change which can be accurately estimated in terms of actions, participants, costs, and potential benefits. Further, neighborhood conservation is defined to include those activities which support changes for the better in the life styles within neighborhoods and encourages constructive changes in environmental quality while discouraging obsolescence and decay of the physical environment.

CRITERIA FOR PROJECT SELECTION

It is clear that without well-defined criteria for the execution of public and private conservation efforts, there would be no way to predict the success or failure of such efforts, nor any way to measure relationship between cost and benefits. In order to provide a standard for such measurements, and a framework within which to test anticipated programs and actions, criteria have been established for the physical, social and economic and political factors important in neighborhood conservation. In establishing these criteria it is important to be aware of all the factors that currently exist which can influence the future in either a positive or a negative sense. In addition, for criteria to be successfully applied, it must be usable by a variety of people in a variety of situations. It must, therefore, be stated so as to be easily understood by all people likely to be involved in conservation. For this reason, the criteria outlined in this report are set down so as to be usable in any section of Detroit or any other city in the state of Michigan. They have been tested in several neighborhoods in Detroit and are to be seen as usable regardless of the type of

16 of neighborhood, its age or its social condition. All of these criteria for project selection are contained in the following pages. While they are intended to apply to any city in Michigan, the names of organizations and agencies in Detroit are used for reference purposes.

OUTLINE OF ECONOMIC CRITERIA

A. The area should be able to generate multiple benefits from previous planned investments.

1. Housing
    a. public agencies
    b. private organizations

2. Commercial Activities

3. Schools

B. The area must be related to environmental change in a positive way.

1. Growth patterns
    a. direction of regrowth
    b. physical decay

2. Population change
    a. numbers
    b. family types
    c. racial character

3. Plans for change
    a. city master plan
    b. special projects

4. Construction & demolition
    a. housing
    b. other facilities

C. The area must have high degree of accessibility to important elements of city.

1. Employment sources
    a. local neighborhood
    b. city wide

2. Transportation
    a. car
    b. bus (route & schedule)

D. The area should be so constituted that the benefits from investments accrue to area residents, businessmen and organizations.

1. Land ownership (rents, profits, taxes)

2. Consumer market

In establishing economic criteria, it is necessary to distinguish between the influences which will either assist or harm development in a given area, and the investments within that area which can serve as a seed for economic growth and regeneration. The basic elements which compose economic criteria are:

1. The area should be able to generate multiple benefits from previously planned investments and provide a base for self re-generation of capital investments.
2. The area should be related to the overall environmental change in a positive way, which derives benefit from that change.
3. The area must have a high degree of accessibility to important growth elements of the city such as commercial or institutional centers.
4. The area should be so constituted that the benefits of new investments accrue to area residents, local businessmen and local community organizations.

THE AREA SHOULD BE ABLE TO GENERATE MULTIPLE BENEFITS FROM PREVIOUSLY PLANNED INVESTMENTS.

In determining whether an area will be capable of generating multiple benefits from previously planned investments, it is necessary to distinguish between housing and other kinds of investments, particularly, 21 commercial investments such as stores or offices and public service investments such as schools, streets, etc.

In the case of housing, the first criteria is to look for what combination of housing projects are either underway or are planned. The first investigation should be what government funds are being invested in a given area for housing. Of particular interest are the investments by the Michigan State Housing Development Authority. Neighborhood Conservation funds from the Authority would necessarily receive a priority association with housing funds being invested by the Authority. A very close second preference would be in association with other subsidy funds, whether through the Department of Housing and Urban Development or some other source such as the Metropolitan Detroit Citizens Development Authority. In addition, the Housing Commission itself is in a position to direct certain funds for housing, particularly in the realm of public housing investments.

Other non-profit groups such as United Tenants, Modern American Living, etc., have projects underway with the city, and therefore, deserve attention as a source of housing investment which should be supported.

Finally, housing investments by private developers are indicative of a general flow of funds into an area which can lead to further economic support from the private sector. A first order of preference in directing funds for a neighborhood conservation project should be to support housing investments by either the Housing Authority or any other group which tends to operate for the benefit of the community as a whole.

The investment of private and/or public funds in commercial facilities is an important element in determining the ability to generate multiple financial benefits. As new housing funds are generated, and a new population moves in, the influence on local shopping markets tends to change. This can be positively influenced by investments in new or rehabilitated commercial facilities. The absence of such facilities or the decreasing amount of such facilities indicate an area undergoing economic degeneration. If conservation project funds are to be

23 invested in supporting commercial facilities, it should be done clearly with the idea that this is necessary for the successful regeneration of the whole neighborhood, with particular interest in providing better service to the residents of the newly emerging housing projects and those who already live in this area.

The investment of public funds for such facilities as park, schools, and landscaping is indicative of the municipality's interest in an area, and of its willingness to support investments by private sources and by other government agencies. This is particularly important in the case of schools, since new schools are of keen interest to new families moving into an area and tend to be a critical device for inducing young families to move into an area. They are even more important in retaining those families already living in the area who represent families with a known income and a stable influence.

THE AREA MUST BE RELATED TO ENVIRONMENTAL CHANGE IN A POSITIVE WAY

This is particularly important in terms of overall growth patterns of the City, patterns of population change, and plans for other changes including construction and demolition of facilities.

The growth patterns of the city can have considerable influence in the location of a conservation project. If an area under consideration is located in the direction of the general pattern of physical decay one must consider whether or not the conservation efforts anticipated would stop that flow of decay or whether in a few years the efforts undertaken would be wasted and decay would overcome the project. If on the other hand, the area under consideration lies within the direction of general reqrowth, or is so constituted that it can withstand or be passed by degenerating influences, that would be a positive factor.

Among the considerations of change in growth is a change in population. In an area which has a very stable population, it may be necessary to consider whether or not housing and conservation funds invested in that area will bring in new families or whether they will provide facilities for the families which are already there. If they do bring in new families, will these families be of benefit or detriment to the

25 families who already live in the area. Generally speaking, it would be a positive situation if the new housing and other facilities supported by the conservation project increase a variety of family types, thereby, increasing the potential for economic vitality.

It would also be considered significant if the investments made support a healthy racial balance within the study area. This may mean maintaining the racial status that is there, or breaking it. It is difficult to say which situation will be the most positive. Very clearly, it is not necessarily guaranteed that integration is a positive factor while maintained segregation is negative. It may very well be the other way around. This is discussed more fully under social criteria, but its influence upon economic issues is significant.

It is important to determine what plans for change exist that would influence the study area. These plans for change should be examined in terms of the City's Master plan and of any special projects which may be underway within the Housing Commission, the Board of

Education, Parks and Recreation Department; or any other municipal agency. In addition, projects contemplated by private sources should be thoroughly studied to determine whether or not these plans will aid or deter from any proposed conservation activities within the study area. It is important to distinguish between those plans which are short range in nature and those which are long range in nature. For example, the overall Master Plan of the City may call for a shopping center nearby or for a major thoroughfare, but they may be several years in coming. On the other hand, there may be proposed a specific housing proposal as part of a land clearance project within the next year or two which will have substantial influence on the proposed project area.

Of even more immediate importance is evidence of construction and demolition of housing and other facilities. If new construction or rehabilitation is underway on housing with the area, that indicates that immediate conservation efforts may be well rewarded and very beneficial to those housing efforts. If on the other hand, housing subsidies are being sought which may result in construction within a

27 year or two, it may be more important to delay conservation funds for a year or so in order to take advantage of the timing aspects of other investments.

THE PROJECT AREA MUST HAVE A HIGH DEGREE OF ACCESSIBILITY TO IMPORTANT ELEMENTS OF THE CITY.

Of particular significance are employment sources and transportation routes which lead to employment sources and other special unique areas of the City. In dealing with employment sources, it is important to distinquish between those which are within a few blocks, and may be considered within walking distance of the local neighborhood, and those which are citywide or regional in nature. For example, if the project area is located within a very few blocks of a major employment or service center such as a university or a large complex of business or industrial enterprises, this area will probably be highly influenced by those facilities. On the other hand, if it is within 20 or 30 minutes commuting distance by either bus or car to business districts or employment sources, it would still be considered quite conveniently located to those sources but not otherwise influenced by them. If it is forty-five minutes or more travel time to those facilities, they will not be considered convenient to the study area.

Transportation to employment resources, entertainment facilities, shopping areas and so forth, is important to the economic future of any area. Obviously, the car is the most important form of travel to some areas and buses are to other areas. Therefore, access to major thoroughfares is an important consideration in defining the eligibility of a project area. But perhaps even more important in inner city areas, or areas in low and moderate income, is access to well scheduled bus routes, particularly those bus routes that lead to a variety of other areas within the City rather than a single route which requires a number of transfers to get to work or to go shopping.

THE PROPOSED PROJECT AREA SHOULD BE SO CONSTITUTED THAT THE BENEFITS OF INVESTMENTS WILL ACCRUE TO LOCAL RESIDENCES AND BUSINESSMEN AND LOCAL COMMUNITY ORGANIZATIONS.

This means that land ownership, rents, profits, taxes, and so forth, are so constituted that the proceeds from those investments do not leave the area entirely, but are retained by both local municipality, and even more

29 importantly by the immediate neighborhood consumers. This is particularly important with regards to the general consumer market. That is to say, if an area supports a large number of people who are paying rent and supporting a shopping center, it is important that at least a portion of these funds paid in rent and for the purchase of consumer goods be retained for the benefit of the immediate neighborhood. This is obviously not always possible, but such a situation would necessarily be more beneficial than in those cases where the profits and proceeds do leave the neighborhood and the municipality altogether.

OUTLINE OF SOCIAL CRITERIA

A. The area should be able to support a dynamic balance of life styles.

    1. Variation in family type
        a. age
        b. structure
        c. length of residence

    2. Variation in income groups
        a. housing costs
        b. occupation

    3. Racial structures

B. The area should be reasonably accessible to public and private services.

    1. Public services
        a. schools
        b. trash collection
        c. police

    2. Private Service

C. The area should support actions to resolve social problems.

In establishing social criteria for a neighborhood conservation project, the most important task is to describe those factors which contribute to a healthy social life in the area, and to accurately identify those social elements which constitute a danger to proposed programs. The basic elements which compose social criteria are:

(1) the area should be able to support a dynamic balance of life styles

(2) the area should be accessible to a wide range of both public and private services

(3) the area should support all actions necessary to be taken in order to existing social problems.

THE AREA SHOULD BE ABLE TO SUPPORT A DYNAMIC BALANCE OF LIFE STYLES.

To determine whether an area can support a variety of life styles a measurement should be made of the variety of family styles, sizes and ages that are presently sustained within the area.

Determine if there is a wide range of ages or if there is a single age grouping which constitutes a majority of population in the study area. If there is a wide range of ages, that would indicate that the desired variation exists. If there is a large group in a

33 single age range, particularly if they are elderly, this would indicate that there is little chance for self-replenishing of the family cycle. In those areas which have a reasonable number of senior citizens and of middle age range families as well as younger families, one would probably find the area is desirable as a living place by all kinds of people. In many inner city areas, the middle range of families is missing, particularly those families who are the best income earners in most neighborhoods. If this is the case, conservation and housing efforts should be aimed at providing housing for that range.

The structure of the family will be of some importance. Families with many children may constitute a large number of people of a variety of age ranges in a given neighborhood, but make up only a small number of families representing a small earning capacity per family on a neighborhood basis. In these instances, the kind of conservation efforts that should take place would have to be child oriented. They would also tend to be highly mobile since as the children grow, the age and family cycles change very rapidly. Efforts to providing recreation and other facilities may be outstripped within a very few years if there are no new families with young children moving in.

Another significant factor in determining the balance of life styles is the length of residency by the present residents. In those cases where the residents have been occupying an area for several years the neighborhood is generally considered a "stable" one. However, a stable neighborhood has two significant factors which influence its future; (1) that it would probably be constituted by a large number of elderly people who at some point in the relatively near future will be gone, and (2) that the area has so far been unable to attract new families, and has, therefore, not the built-in capacity to replenish itself with new population. If this is the case, it may mean that conservation efforts which are coupled with providing new housing may be done at the point of destroying existing neighborhood life. The life of a stable neighborhood may automatically change on an almost mass basis within a few years, but it would not tolerate earlier fragmentation without accompanying

35 social and economic decay.

Another factor helpful in determining the balance of life styles in an area is the variation in income groups. Of particular significance are housing costs in terms of both the amount of rent and the degree of homeownership. The degree of homeownership in an area is usually indicative of the degree of residential stability in the area. If there is a large amount of homeownership, that would automatically indicate a large amount of single family housing, and possibly a long length of residence as well. If, on the other hand, there is a high degree of rental housing both in apartments and single family homes, this is indicative of a more mobile neighborhood. It can provide a basis for determining the rate of change of family type. If the rents are high only, the neighborhood will probably be exclusive for the upper income ranges. If the rents are low only, the neighborhood will be exclusive for the lower income groups. If there is a range of rents, then probably it is because the neighborhood, for one reason or another, is attractive to people with different incomes, and perhaps with different incomes.

The length and the conditions of occupancy of the apartments are also important. If there tends to be a high turnover in apartments in an area, it can be either because of the socially active ingredients of the area, or because it is a staging area which people move in and out of frequently. In buildings occupied largely by single people, it may turn out that the building is not lived in very long, as people get married and move out. If on the other hand, the building is occupied on a basis by which rents are paid weekly rather than monthly, it is probably occupied by families at the lowest economic level, and operated by an owner who would be difficult to deal with in making any corrections in social problems. Generally speaking, the building with the most fragmented form of occupancy will be the building which is occupied by the people with the greatest amount of social and economic problems.

It is also probable to find attendant other problems such as high degree of crime, dope, etc., in buildings of this kind. If such buildings are in the neighborhood, a successful conservation effort will require

37 that they have the potential of being purchased and rehabilitated, or at least put under new management.

THE AREA SHOULD BE REASONABLY ACCESSIBLE TO A LARGE RANGE OF PUBLIC AND PRIVATE SERVICES.

The public services available to a given area are indicative of the City's interest in solving the social problems of that area, and, to some extent, of the interest of the residents themselves.

Among the most crucial of the public services is education. If there are relatively good schools in or near the area, especially elementary schools, that is a positive factor. It is even better, if there are new schools which have special educational classes which will in any way assist the children of that neighborhood. If on the other hand, if the schools in the neighorbood are old, the classrooms are overcrowded, and there are no special service programs, those are indications that the Board of Education is less interested in the residents of this neighborhood than the residents of some other neighborhood. This also means that there is no immediately available device for solving the educational problems facing young children in the area.

Other schools should be examined, especially private and parochial schools, to determine what level of service they render and what the attitude is of the parents of school age children toward those schools. If they are perceived as good schools, then it can be said that the parents residing within the area may have a healthy, constructive attitude toward improving the neighborhood. If the school is perceived as not trustworthy and poorly run, it may be that the parents who live in the neighborhood will take a hostile attitude toward public activities to improve the neighborhood.

Rubbish and trash collection of the neighborhood is a critical factor in maintaining the quality of neighborhood environment. Efforts must be taken to determine if the city is in fact carrying out a sound rubbish collection program, and if the private facilities for collecting and maintaining rubbish are adequate. This is particularly important in the alleys behind large apartment buildings, which have notoriously poor maintenance problems. If the alleys are littered, both by general rubbish, boxes, mattresses, etc., as well as by garbage that may have been tossed from windows, or that is overflowing thr trash containers, poor public services and poor individual building maintenance services are clearly indicated. If the alley has just an ordinary amount of dirt and trash, it is indicative that both the City and the private owners are at least attempting to maintain some level of exterior maintenance.

Police services in a neighborhood should be examined to determine whether or not they are effective in reducing the amount of crime, particularly street crime, and also what the attitude is toward the police by the residents of the area. It is helpful to know what the the record of arrests is in the neighborhood in order to determine what kinds of crimes are most significant. Distinction should be made between ordinary street crimes, such as robbery and mugging, and those which are most difficult to combat such as dope sales and prostitution. The evidence of large scale activities in dope and prostitution are indicative of a neighborhood that is dangerous to all present and future residents, and may defy normal conservation efforts. If the majority of crimes are robbery and theft, this is an indication that the neighborhood may be substantially improved by an increase in ordinary police services.

The type and availability of retail and commercial services are important in determining which kinds of families can conveniently live in an area. If there are convenient local services, the families with at least moderate incomes probably can survive more easily in this area, or probably would choose to live there than in an area in which no such services exist. In areas which people have very low incomes, $2,000 to $3,000 a year, it is absolutely imperative that local services be available within walking distance since these families will not have cars and often cannot take advantage of services provided elsewhere. The most crucial services include food stores, drugstores, laundries, and restaurants. The kinds of retail activities that will be detrimental to a neighborhood will be those which will attract most of their customers from other neighborhoods for purposes not normally considered as neighborhood level services. These will include bars with topless dancers, auto repair shops, pawn shops, etc.

41 Some attention should be given to the economic viability of these stores in order to determine whether existing harmful services can be exchanged for needed services without a major economic loss, and whether or not the people living in the area can financially support those services. If they cannot support such services as food and drugstores out of the income levels of the area, then it will be necessary for such services, if placed in this area, to attract people from outside the area.

THE AREA SHOULD SUPPORT ANY ACTIONS NECESSARY TO RESOLVE EXISTING SOCIAL PROBLEMS.

This is particularly true with regards to problems which are city-wide in nature. It is true that such problems as dope, prostitution and theft are city-wide and require major governmental and civic actions for their solution. However, it is also true that within each neighborhood, there are some blocks which are more subject to abuses of this sort than others. It will, therefore, be necessary that the area be able to support police, health, and private actions taken to remove these activities from this immediate neighborhood. If the neighborhood is of a physical or social nature that it cannot support such activities, this should be considered a major obstacle to a healthy conservation program. If, for example, dope houses cannot be removed from the apartment buildings, it follows that there will be a number of thefts in the immediate neighborhood in order to provide money for those who want to buy dope. If, in addition, there is prostitution in more than one of the buildings in the neighborhood, and this cannot be eliminated, then it is very reasonable to expect that the lesser crimes, ordinary thefts and so forth, cannot be eliminated either. The neighborhood will then have to be considered unsafe. If the purchase of buildings and the exchange of management can eliminate these problems, and if increased police activity can assist in maintaining a safe atmosphere, this will be considered a good neighborhood in which to carry out conservation programs from a social point of view. Other programs to be considered are those of the Public Health Department, the Department of Social Services, and the Board of Education, as well as from various private sources such as United Community Services.

43 The final determination of the social criteria of an area will be what social benefits can be accrued to the residents of that area by the neighborhood conservation project itself.

POLITICAL CRITERIA

OUTLINE OF POLITICAL CRITERIA

A. The area should be able to engage the participation and support of those organizations which have legitimate interests in the project.

    1. Local community organizations
        a. residential block clubs
        b. local business groups
        c. militant groups
        d. church groups

    2. City government
        a. Mayor's office
        b. City agencies
            1. Housing Commission
            2. Plan Commission
            3. Park and Recreation
            4. Buildings and Safety
            5. Department of Public Works
            6. MCHRD

    3. Special Interest Groups
        a. Board of Education
        b. Unions
        c. MDCDA
        d. Universities

    4. State Government
        a. Governor
        b. MSHDA

    5. Federal Government
        a. HUD
        b. HEW

B. The efforts undertaken should provide political benefits to those who support the project.

The political criteria used in determining whether an area is suitable for a neighborhood conservation effort will be based primarily upon the political organizations which can support such an effort, and the organizations which can be benefited by such an action. The basic elements which will compose the economic criteria are:

(1) the local area should be able to support the participation of those organizations which have legitimate interests in the project

(2) efforts undertaken in an area should provide political benefits to those who have supported the project.

THE AREA SHOULD BE ABLE TO GAIN THE SUPPORT OF THOSE ORGANIZATIONS WHICH HAVE LEGITIMATE INTERESTS IN THE PROJECT.

Of first order importance in gaining political support will be the local community organizations, made up of residential block clubs, church groups and so forth, which have an immediate and active concern in the affairs of the neighborhood. There are two forms of support which may be gained from such organizations.

One is that they provide communication and vocal support to government agencies and business groups indicating the proposed activities will be regarded in

48 their best interests. This will be interpreted by local, political leaders in terms of votes. The second form of support can be by the performance of tasks such as surveys, the distribution of information, and so forth.

It is important to determine whether or not such community organizations exist in the proposed study areas. If they do exist, then their support will be essential to the successful operation of any conservation project. If they do not exist in any strong form, they will probably emerge as a proposed project is initiated. In any event, whether they are well organized at the outset or not, the interests of the local residents should be dealt with in a supportive way. If the proposed programs receive the antagonism and opposition of local neighborhood organizations, an evaluation should be made to determine if the proposals are harmful to those residents. If there are other reasons for the opposition, a determination should be made if these reasons can be satisfied or the project should be abandoned. If the reasons can be satisfied and the support of those organizations can be gained, so much the better. If the opposition cannot be relieved and will continue, then there is little likelihood that any proposed project can be successfully undertaken in a reasonable amount of time. The real key in working with local community organizations is that the efforts taken will have to be supportive of and beneficial to their membership.

Local business groups must also be recognized as an important factor in supporting such an organization. If business, service corporations, and other private interests are, in fact, an important ingredient of a proposed conservation project, then the support of the local businessmen is also important. If their support cannot be gained because their interests are not identified with the interests of the residents, then they may have to be regarded as hostile and negative to any future benefit of the neighborhood. If their interests match the interests of the residents, everything possible should be done to support the business interests as well as those of the residents. In any event, if business activities are contemplated as part of the neighborhood conservation project, it will involve the local business men in some way, and therefore, their interests must be taken into account.

50 The existence of "militant" organizations within a proposed study area, or near enough to influence it, can be significant, especially to the social programs suggested. If the social programs are of such a nature that they can gain the support of the militant organizations, it is probable that they will be very helpful in eliminating hard core social programs, especially those concerned with dope and prostitution. If the militant organizations are hostile to the intrusion of any "outsider," and this hostility cannot be converted into a working relationship, there may still be no overall opposition to improvement of some form. Therefore, the support of militant organizations may be helpful, but their opposition may not necessarily be harmful.

The existence of church groups in the area who are conducting service programs of one kind or another can be extremely helpful in undertaking the social aspects of any conservation program, especially if those church groups are broadly based within the City. Protestant Community Services is a good example of the kind of church based activity in Detroit which has both beneficial social programs and relatively sound political ties to other factions of the City. The support of such an organization is definitely of benefit to the project. The opposition of such an organization does not necessarily rule out the project or mean harm to it. In other words, in dealing with local community organizations, the most significant organization to be dealt with is the local resident based community organization, with the support of residents and others of the neighborhood, whether it operates out of a church or elsewhere.

In dealing with City goverment, the support of the Mayor and the agencies of the City will obviously be very helpful to the successful completion of the project. This is especially true of the Mayor's office. The support of the directors of the Housing Commission, the Department of Parks and Recreation, and the Department of Buildings and Safety Engineering is essential to the successful completion of a physical conservation project. It is also helpful to have the support of the Planning Commission and the Health Department. However, while the support of these agencies is helpful to the successful completion of the porject, it is not crucial. It is crucial that they not oppose the project. In

52 other words, while they may not be able to actively support in a constructive way the neighborhood conservation project, they can actively oppose the completion of such a project and delay it for an interminable amount of time. The support of the Housing Commission is very important in matters dealing with public housing, building demolition, urban renewal projects and commercial development. In those areas where there is to be come assistance with Detroit housing efforts, whether in rehabilitation or new construction, the cooperation of the Housing Commission is crucial. There is every indication that the Housing Commission would support projects undertaken within almost any section of the City at this time.

The support of the City Planning Commission is important in the sense that they can provide planning services and so have to have review authority over any proposed public project. Since the review is a requirement of the City, the Planning Commission assistance is necessary. In addition, they have valuable information which can be very helpful in determining the nature and configuration of certain plans and programs. They do not have veto power over any proposed plans.

The Department of Parks and Recreation is important in determining which kinds of parks will receive their support, and in particular, which ones will they undertake maintenance operations of after they are built. Generally, they have not exhibited a desire to support the building of new parks that are open to the general public. They have taken the position of supporting the Board of Education in the expansion of its school and recreation program. However, since the operation of parks and playgrounds is crucial, the support of Department of Parks and Recreation is crucial if an open space program is considered and if it is to be owned by the public.

The Department of Building and Safety Engineering is important, especially in those areas that require the construction and/or the demolition and alteration of buildings. This is particularly necessary in those areas where vacant and abandoned buildings are a crucial factor in the conservation of the neighborhood. The Department of Buildings and Safety Engineering also has under its aegis the inspection of various kinds of buildings for violations. They may be called upon from time to time to determine what the amount of physical decay and what code violations can be found in a given building or neighborhood. This support is very important in terms of official actions of building improvement associated with a conservation project.

The Department of Public Works has, among other things under its control, the trash and rubbish collection of the City. To this end, wherever a trash problem exists, as it does in most of the City, their cooperation will be essential in cleaning and maintaining an overall neighborhood.

The Mayor's Commission on Human Resource Development, and a variety of other organizations, carry out some service activities, particularly along the lines of community services and health. They also maintain a wide range of information services that are available on request. Their support is not crucial for the success of the projects. However, they can provide good communication linkages to individuals who could have influence in the project.

There are a wide range of special interest groups operating in many areas of the City. These include the Board of Education, the various unions of the City, the Metropolitan Detroit Citizens Development Authority, universities, hospitals, and the like, each of whom has some influence and interest in different sections of the City. Depending on the section and the organization, the support of one or more of those organizations may be necessary to the successful undertaking of a conservation project. This is particularly true of the Board of Education, on whom will depend the operation of schools that strongly influence the younger families in any area, and also has some considerable influence with the Department of Parks and Recreation.

In dealing with the state level of government, it is important to know whether or not the project can gain support of the Michigan State Housing Development Authority, and the Governor's office, probably through his Office of Urban Affairs. In this regard, it is most important to note whether or not the support of the Housing Authority can be gained in terms of its investment in both housing and special projects. For the Governor's office, it is more important to determine if the efforts undertaken here can be used by the Governor in expanding the credibility of his office in dealing with the problems of our cities.

56 The role of the Federal government will be carried primarily through the Department of Housing and Urban Development, in its regional office in Michigan, and the Department of Health, Education, and Welfare. The support of HUD will be most noticed through its special assistance programs for open space, housing assistance, and community facilities development. The support of HUD is crucial since the source of most housing subsidies are also obtained through them. It is felt that if they will not support the conservation program, then by and large, the support necessary for housing rehabilitation in the area may be lost. The support of the Department of Health, Education, and Welfare is less significant than that of HUD, but may be helpful in achieving some of the social and educational programs which may be part of the conservation effort.

THE EFFORTS UNDERTAKEN SHOULD PROVIDE POSITIVE BENEFITS TO THOSE WHO SUPPORT THE PROJECT.

As already mentioned, the Governor's office of the State of Michigan should be able to benefit from the efforts of the State agencies, both by learning how to deal with some of the problems of the City, and by receiving the credit for any successful operation it has undertaken. The same will be true at all other levels of government, and particularly at the levels of local community organizations. It is important that the efforts undertaken at each level can be used to point out to the members of that level the benefits they have received. Special interest groups such as the Board of Education should be able to receive benefits of a better and improved educational service delivery program. The various departments of the City should be able to claim appropriate credit for the successful evolution of their specific programs as a part of the overall conservation program. Neighborhood organization leaders should be able to point to their members the benefits that they have received from this activity. However, no one group should benefit at the harmful expense of the other through any efforts of the conservation program.

PHYSICAL CRITERIA

OUTLINE OF PHYSICAL CRITERIA

A. The area should be of a workable size and form.

  1. Control of investments
     - a. small enough to guarantee reinvestments
     - b. large enough to have expanding influence
     - c. allows separate action to be mutually supporting

  2. Clearly defined boundaries
     - a. transportation
     - b. natural
     - c. change in land uses
     - d. change in intensity or character of use
     - e. political and service boundaries
     - f. change in economic value

  3. Image of area should create a sense of "place" or "community."

B. The area must be suitable for replanning.

  1. Variety of land uses
     - a. availability of vacant or underused land
     - b. existence of various housing types
     - c. visual quality

2. Characteristic of structures
   a. a variety of building types
   b. a variety of physical conditions

In establishing physical criteria for a neighborhood conservation project, the most important assignment is to describe the conditions necessary to support efforts which will result in a substantially improved physical environment, and which will support efforts to maintain that environment over several years time. The basic elements which compose the physical criteria are:

1. the area should be of a workable size and form
2. the area should be suitable for replanning.

THE AREA SHOULD BE OF A WORKABLE SIZE AND FORM.

To determine whether or not an area can support workable reconstruction and conservation programs, the limitations of size and form are crucial. One reason for controlling the size and form of an area is the ability to control investments. An area must be small enough to guarantee that the investments can be coordinated in such a way as to introduce re-investments from other sources. At the same time, the area must be large enough to have expanding influence in the surrounding areas.

The size of an area will depend very much on the availability of funds to make capital improvements. For example, a limited amount of funds, spread out over twenty or thirty blocks of the City, might be sufficient to carry out some general landscaping, tree planting, some street lights and perhaps some sidewalks, but could hardly be sufficient to make substantial improvement in the neighborhood. The same amount of funds invested into an area only two or three blocks in size might be sufficient to make an outstanding improvement in the physical environment by acquiring land for major open space improvement, the realignment of streets, the erection of community facilities, etc. Obviously, the relationship between physical size and the size of the investment is acute. The physical size will be determined primarily by the amount of funds to be invested over a fixed period of time.

Size should be thought of both in terms of geographic area such as in blocks, acres or square miles, and in density of development. An area which contains a large number of people, who tend to use an area very intensively, may require a more expensive treatment than the same area if it were occupied by single family homes. Obviously, an intensively built up area would have to be smaller than an area sparsely built up area, given a fixed amount of funds to invest.

The ability of investments in physical redevelopment to have an influence on the surrounding area is important. Again, if the area is too large, and the investments are not well enough concentrated, so that the effects of the investments are not largely visible, it can hardly be expected that there will be any influence in the surrounding areas. Invisible investments have no effects. If the area is small enough to guarantee that the effects of the redevelopment are both quite visible and usable, there is a strong chance they will have an influence on the immediate adjacent areas. This is particularly true of high intensity areas where the interaction of peoples is so intense.

Another factor of size and of form is the ability to make separate actions take mutual advantage of each other. Separate actions, such as the improvement of recreation facilities, the rehabilitation of housing, the construction of parking lots, etc., should all be mutually supportive. An area should be of such a configuration that these separate investments lend to the improvement of the overall neighborhood and do not remain isolated without cross benefits. In an area where vacant parcels of land which are suitable for parking or open space uses are located a block or so from each other, there is little chance that investment in these elements areas can be done in such a way that a singular improvement in one block will have any beneficial effects in the next block. If the same kinds of elements are improved within a two or three block area so that the benefits from one improvement are felt by some of the same people who are benefited by other improvements, then the mutually beneficial effects of all the elements will be substantial.

The character of an area, based upon the intensity of development, will influence other potential for conservation seriously. It would be difficult, for example, to improve a neighborhood in which all the buildings are intact, even though some are being rehabilitated, and in which there is no vacant land, no existing open space and no community facility amenities. There is very little that can be done in such an area without tearing down some of the existing buildings to provide land for specific amenities. No amount of street landscaping or building rehabilitation will change the basic inadequacy of land usage in such an area. In contrast to that, an area containing abandoned houses and vacant land on it may be ideally suited to support the needed facilites or the landscaping of space in such a way as to make major improvements out of what were previously major factors of deterioration, and in this way contribute heavily to the improvement of the neighborhood.

Another factor affecting the size and form of a conservation area is the existence of clearly defined boundaries. Without being able to identify a particular area as having a "sense of place" or a "sense of identity," there will be no way to limit or control the effects of the conservation effort in terms of human response. For example, if an area is twenty blocks in size and all the twenty blocks are nearly identical, but there are only sufficient funds to properly deal with two blocks, which two blocks would be most suited for conservation efforts? Obviously, no two blocks would be suited because the net results would be that the investment would either so fragment the overall neighborhood as to be basically destructive, or to have no overall improvement effects at all. Clearly, control of the conservation efforts must be the primary objective

66 and that requires the ability to stop or at least to identify the logical end of the investment area.

There are several kinds of ways of identifying areas which are to be conserved or redeveloped. Among them are boundaries formed by transportation routes, natural use boundaries such as parks, rivers, hills, changes in the intensity and character of land uses, political and service boundaries and changes in economic value, especially land value.

Transportation routes, vary in size and form and also in the kind of traffic that uses them. Obviously, an expressway is a major boundary between one area and another. By the same measure a major surface route of six or more lanes constitutes a barrier between two residential areas. Smaller streets of three to four lanes can be minor barriers which are at times heavy barriers if there is periodically heavy traffic on them. Natural boundaries such as parks, hills and rivers, tend to be a more gentle boundary, but are every bit as effective as expressways. Changes in land use are very effective boundaries, but not as well understood as most other boundaries. For example, the change from commercial uses to residential uses within two hundred feet off of the major thoroughfare is not normally considered as a major boundary as the thoroughfare itself. But for the purposes of identifying residential conservation, it is every bit as effective and sometimes a more disruptive boundary than the street itself. Obviously, changes from residential to commercial or from residential to industrial or even the introduction of churches or schools in an area, form various kinds of boundaries, based upon the difference in the activities which go along with the differences in land use. Using this rule, a residential area being considered for conservation which has a strip of commercial stores passing through the middle of it would have to be thought of as not one area but as two, cut in half by a commercial land use. If in this instance, the commercial frontage was not also considered a part of the conservation effort, then the proposal would be unsound.

Changes in the intensity or the character of use, particularly in housing, are relatively effective boundaries. A good example is when an area largely built up of single family houses suddenly changes to an area built up of apartment buildings. The line between the two is very distinct, and the characteristics of the occupants are usually much different. For these reasons, it is useless to consider that the two areas are in any way the same. They are physically, socially, politically and very often economically different. It is essential to understand that just because they are both housing does not mean they are both the same land usage. A boundary does exist between them.

Political and service boundaries are subtle, but nevertheless, real boundaries. Obviously, a municipal boundary is not subtle and is quite real. But changes in voting precincts, in school districts, even in police patrol districts, can have a significant effect upon the cohesion of conservation efforts. If the conservation project is split in half by districts which serve two elementary schools, there might be some difficulty in coordinating child care services, should that be a part of the program. In most instances, such boundaries will not be crucial, but they can be significant when implementation requires the assistance of public agencies.

A very effective boundary to be used in controlling conservation efforts is a change in the economic value of the land. In an area where house values on one block may range from forty to fifty thousand dollars each, and in the next block from fifteen to twenty thousand dollars each, there will be completely different attitudes toward conservation. The economic characteristics in the families of the two house price ranges will substantially affect their attitudes toward conservation efforts in terms of the kinds of actions needed, and the role of government. If our objective is to achieve social and political unity in a physical plan, such a difference in land values would be a barrier. If the objective is to carry out a conservation program which performs on a variety of levels for the benefit of different economic groups, then such a boundary could be very useful. In any event it is a distinct boundary which must be taken into consideration for any project formulation. Normally, these boundaries are not supportive of joint action.

The image, or the identity, of an area should be conducive to the establishment of a "sense of place" or community.

This is a difficult concept to maintain in most areas where conservation is necessary. However, such an approach has some significance. If effects of conservation efforts are to be visible, the area has to be identifiable as a physical entity at the outset. This requires that the area selected corresponds to the living conditions that are commonly shared by the residents of the area. It is not uncommon for a group of apartment dwellers in the midst of a single family housing area to have a sense of identity about the apartment grouping in which they belong. In a similar way, it is common for a group of people who live in small houses in an area where most of the houses are large and have some identity. These areas are sometimes difficult to identify. It is even more difficult to establish their precise edges. But an attempt must be made to determine the existing sense of place. In failing to identify a lack of potential for the establishment of such a sense of place, a drawback is created to the investment of conservation funds. A number of things can be done to create an area identity. They range from changes in building types or sizes, to the configuration of the streets, to even the kinds of tree that grow in one neighborhood as opposed to the kinds of trees that grow in another. Very often such a sense of identity exists because one particular portion of a subdivision was built all at one time, of a similar size house, built of a similar kind of material, and occupied by similar kinds of families. There is no set rules for this kind of thing, but it is an important "feeling" to establish if possible. The establishment of that feeling depends largely upon the experienced person utilizing the criteria.

THE AREA MUST BE SUITABLE FOR REPLANNING.

For an area to be suitable for replanning, it must contain, or have the potential to contain, a variety of land uses and the structures which have sufficient characteristics to warrant rehabilitation or reuse. The variety of land uses in a given area will determine to a certain extent not only the visibility of the area in terms of variety of housing types, but also the usability of the area in terms of the kinds of services and functions that it can perform for the residents. The availability of vacant or unused land which can be used for open space, parking spaces or community facilities is an important factor in overall evaluation. If the land is fully built up and there is no chance for changing its use, then the potential for replanning the area and providing uses that may have been omitted in the first place is substantially reduced. If an area does contain buildings which may be rehabilitated for a different use or vacant land which can be utilized in a different way, then a major ingredient exists which will support the replanning of the area.

The existence of a variation in housing types is a major factor in determining the ability of the physical area to support redevelopment and replanning. If an area consists entirely of single family housing, then very likely all that can ever take place in that area, without total clearance, are simply more single family houses. If the area is all apartment buildings, the same is true. The ideal arrangement is a combination of apartment buildings, flats, and single family houses which can support planning for a wide variety of life styles. In addition, the variety of housing types will tend to have different life spans attached to them, and a chance for automatic rejuvenation of the area by taking advantage of the different rates of obsolescence of the buildings is increased.

The visual quality of the area is a significant factor in determining suitability for replanning. The availability of trees or other forms of open space, the arrangement of buildings along the street, the configuration of the street pattern, are all factors which govern the visual quality of environment. If a neighborhood is built up entirely of straight streets, making all identical rectangle shaped blocks with identical little houses, the general visual quality can be said to be monotonous at best. But an area can be so chaotic and covered with such a wide variety of buildings in such a scattered development pattern that the area can be equally bad for planning, but for different reasons. There needs to be a sense of organization either already inherent in the area, or capable of being extracted from the area by the reassignment of some uses or a slight realignment of the streets. In assessing the visual quality of an area, it is more important to determine what the potential for a high visual quality is than what its existing quality is.

The characteristics of structures are an important ingredient in assessing the potential for maintaining a conservation effort. This is true in terms of the variety of residential buildings as already discussed. It applies as well to other kinds of buildings such as stores, churches and the like. If the building conditions and arrangements are such that their individual rehabilitation is also of benefit to the entire area, in addition to being of benefit to themselves, then that is a positive influence. If the character of the buildings is such that no amount of improvement will have any overall effect on the neighborhood, then their characters can be said to be neutral, or even negative. It is important that there be a variety of physical conditions in terms of age, size, type of construction, etc. It is even more important that it be possible to take advantage of the variation in these characteristics. It is of no advantage whatsoever to have an old wooden building which cannot be rehabilitated and also cannot be entirely demolished located in the middle of a conservation effort. Similarly, it is no value to have a very sound structure which cannot be acquired by reason of costs, but is also not usable for any purpose located in the middle of a project. The variety that does exist should be of such a nature that it supports the variety of uses needed in the immediate area, and adds to the visual qualities which tend to produce a cohesive physical environment with visual interest and excitement.

USING THE CRITERIA

To establish a set of criteria for the selection of projects and the evaluation of results objectively, or at least with the appearance of objectivity, is very important. It is equally important to realize, however, that the use of such criteria is almost always a subjective matter in the hands of the individual evaluator. There is no use pretending that each separate individual who uses the criteria, no matter how objectively they may have been established, will not inject, consciously or unconsciously, his own prejudices and biases.

To help in overcoming the differences in evaluation by different individuals working in different portions of the city or in different cities, there has been established a tandem method of project evaluation. One involves the description of a potential area in terms of the criteria established by means of a written analysis. The other involves the use of a summary table for the rating of the same factors in chart form. While it is realized that both of these methods involve subjective measures, it is hoped that the two different methods of expression will provide at least a greater degree of objectivity than either one would by itself.

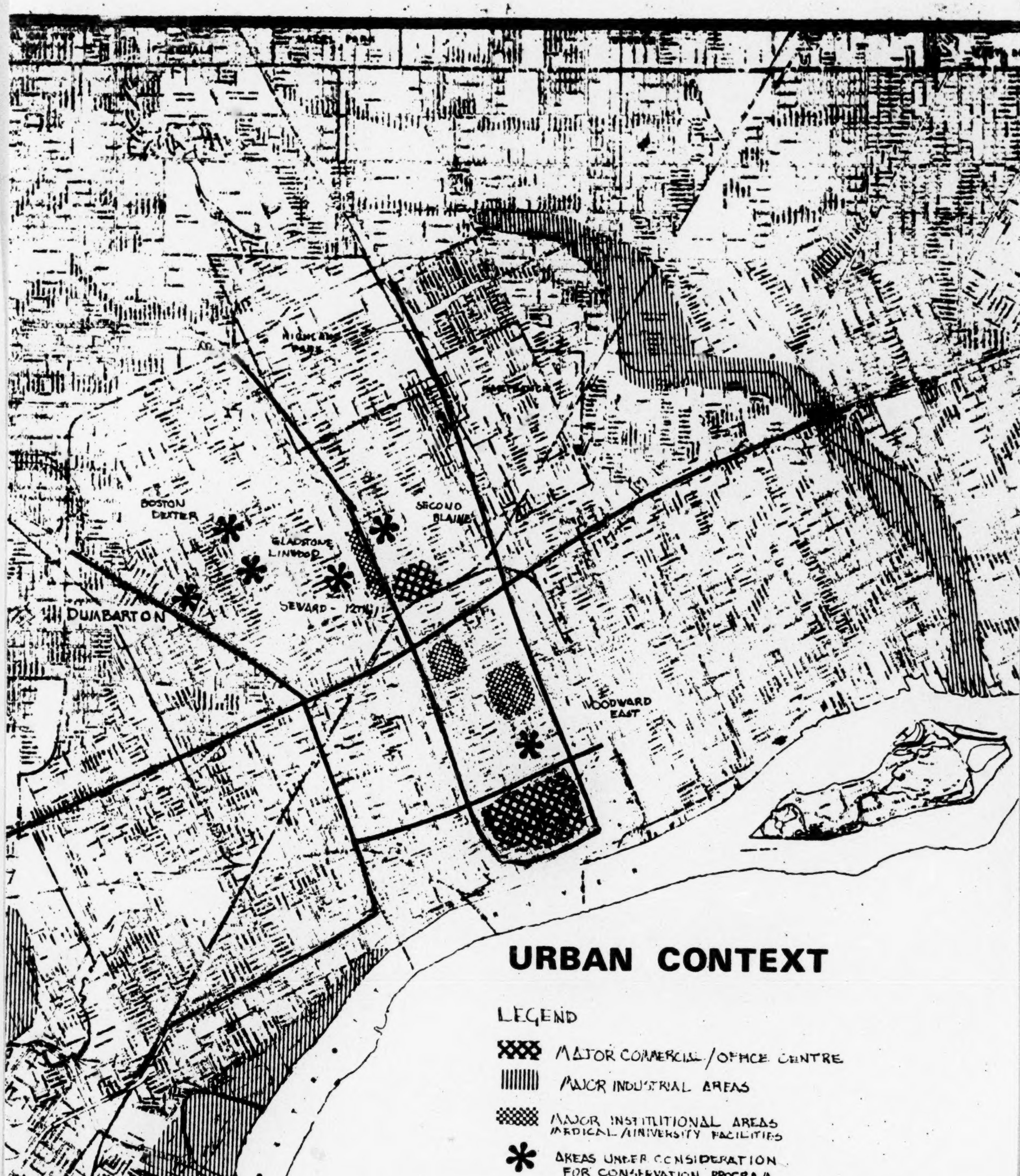
Of course, only a certain amount of area evaluation can be carried out by the design of the criteria. There must be a substantial amount of care used in selecting the evaluator. The same criteria used by a person who is knowledgeable about an area and about the development procedures will yield a substantially different set of results than if used by a person who is not familiar with the area and has no understanding of development procedures. It is suggested that the best way to overcome this problem is to establish a body of evaluators, either internally in the Authority or through consultants, who will be able to maintain the same set of personnel and experience standards in all area evaluations. In this way, the differences that are so often disastrous in describing the potential effects of various efforts will be avoided. In selecting an evaluator, or a team of evaluators, it should be remembered that this is not an ordinary residential redevelopment process. It combines all facets of physical redevelopment, and requires experience and knowledge of social, economic and political relationships of physical redevelopment. In short, the project evaluator is the key to successful use of the criteria established here, and provides the only reasonable mechanism by which to alter or improve the criteria. It should be obvious that all the criteria established here are not of equal importance in selecting a project area. Some criteria should substantially outweigh the significance of other criteria. In one area, negative political factors can be perhaps overcome by an extremely attractive social or physical evaluation. In another area, a social or physical impediment can be overcome by political and economic advantages. It is important to maintain a sense of balance between each of the elements of criteria, and to know when one factor becomes so negatively severe as to override all other positive elements. While such differences will depend in large part upon the individual evaluator, there are two criteria that must be maintained in an overriding posture. One is that the efforts undertaken to conserve an area must result in clearly visable effects. That is to say, the combined actions taken in the name of neighborhood conservation must lead to overall improvements of the area which are visable not only to the residents of that area, but to the casual passerby as well. The other key criteria is that the efforts undertaken in the name of neighborhood conservation clearly benefit the present and future residents of an area rather than try to maintain ingredients of the past. The ability to meet these two criteria overshadow all other aspects of the criteria, and form the basis upon which the other criteria have been established.

Since the criteria for the selection of an area for conservation are all relative one to the other, and since the examination of those criteria is a matter of the relative competency and experience of the individual evaluator, the single most important ingredient to be sought after by the Michigan State Housing Development Authority, or any other agency wishing to carry out neighborhood conservation programs, is to maintain consistency and continuity in the use of the criteria for project selection. As described above, the best way to do this is to have the same people performing the evaluation and using the criteria on all proposed projects. Realizing that this ideal situation may not always be possible, the next best thing is to insure that the evaluation team at least possesses people of certain experience and talent. To this extent, the evaluation team should include someone knowledgeable about the economics of development; a person in the design field; someone who understands the legal implications of development procedures; and someone who is aware of the social implications of the actions proposed. In short, the evaluation team should include a businessman-developer, a lawyer, an architect, and a person experienced in the social-political aspects of urban development.

AREA EVALUATION

The areas evaluated for initial consideration of neighborhood conservation efforts have been limited to those areas where housing rehabilitation is already underway or approved. This has been done so as to maximize the effects of multiple investments and to aid housing programs. The areas have been evaluated in terms of their potential for identification as a "place" where positive change can be made.

Six areas have been selected as having at least the minimum requirements for consideration and being representative of the various approaches to conservation. The map on the following page shows the location of each of these six areas in relation to the city as a whole and some of its major elements.


HIGHLAND PARK
BOSTON DEXTER
GLADSTONE LINWOOD
SEWARD - 12TH
SECOND BLAINE
DUMBARTON
WOODWARD EAST
LEGEND
MAJOR COMMERCIAL / OFFICE CENTRE
MAJOR INDUSTRIAL AREAS
MAJOR INSTITUTIONAL AREAS MEDICAL / UNIVERSITY FACILITIES
AREAS UNDER CONSIDERATION FOR CONSERVATION PROGRAM

URBAN CONTEXT

The Second Avenue-Blaine Street area is located in a section of this city called the Woodward Corridor. It lies to the west of Woodward Ave., east of the Lodge Freeway, north of W. Grand Blvd. and the New Center area, and south of Clairmont Avenue.

The study area contains approximately 4000 people, with a median income of about $6,000 and the average family size of 3.6 persons. The area is three blocks long and two blocks wide. It is part of a neighborhood which is three blocks wide and ten blocks long, containing approximately 12,000 people.

PHYSICAL EVALUATION

1. The Area Should Be Of A Workable Size and Form

While the area is of small enough size to be workable for conservation purposes, its form is not well enough defined to provide reasonable control of project investments. The east and west boundaries, Woodward Ave. and the Lodge Freeway respectively, are very strong. However, north and south boundaries do not exist for several blocks in each direction from the area. The problem of definition is made worse by the heavily traveled streets which traverse the area, making cohesive conservation efforts more difficult. The resulting form of all these factors is a series of linear strips of land, each separated by a street with no distinct limits or bounds.

2. The Area Must Be Suitable For Replanning

The area is developed into standard rectangular residential blocks with commercial uses on more heavily traveled street frontages. There is very little vacant land. Most of the land is intensively used by multi-family structures. The condition of the structures is moderate to fair, and is generally uniform over the whole area. The area does not appear to be well suited for replanning without either massive conservation or clearance efforts which would entail considerable dislocation of residents and the use of eminent domain. There are several separate actions possible, each of which would improve the area marginally, but none of which would provide an overall improvement.

ECONOMIC EVALUATION

1. The Area Should Be Able To Generate Multiple Benefits From Previously Planned Investments

There are three apartment rehabilitation projects underway in the area now. There seems to be no basis for generating benefits from these or other planned projects to the area as a whole, other than those the buildings will provide by themselves. There seem to be no avenues to expand those benefits. Singular efforts can be taken which will benefit individual buildings, but broader benefits are not anticipated.

2. The Area Must Be Related To Overall Environmental Changes In A Positive Way

General growth and redevelopment in the so-called Woodward Corridor is reasonably strong. The New Center area is a formidable commercial office center which is expanding to the north toward the study area. This will have a positive effect on the demand for housing in the area. However, the demand is likely to remain at a fairly constant ratio for some time with only modest increases in intensity. Both land values and rents are higher in this area than in the areas on either side, across the bounding thoroughfares. The area is also subject to the general economic growth occurring along Woodward Avenue, although this is presently modest.

3. The Area Must Have A High Degree Of Accessibility To Important Growth Elements Of The City

As already mentioned, the New Center area is very close to the study area, and provides employment as well as service opportunities. Similar advantages are offered by Wayne State University and the Detroit Medical Center, which are only one mile away and easily accessible by bus. Bus transportation to all parts of the city from this area is excellent. The area is highly accessible to the important growth and employment centers of the city.

89 4. The Area Should Be So Constituted That The Benefits Of New Investments Accrue To Area Residents, Local Businessmen And Local Community Organizations

There does not seem to be any way to assure that conservation efforts will benefit local residents and businesses since the only way to carry out a reasonable project requires their displacement.

SOCIAL EVALUATION

1. The Area Should Be Able To Support A Dynamic Balance Of Life Styles

The general location of the area is one which contains a wide variety of housing types and prices, which support an equally wide variety of family types and sizes. These are senior citizens, families with young children, and middle-age families with teen-age children. The area attracts factory workers, university students and young office workers as well as those families who just want to take advantage of the large housing units and the good public transportation.

2. The Area Should Be Accessible To A Wide Range Of Both Public And Private Services

The area is reasonably well provided with commercial services. There are convenience stores within the area, and larger ones close by, which provide comparison pricing. There is in the area a reasonable degree of public service delivery, by comparison with other nearby sections of the city.

3. The Area Should Support All Actions Necessary To Be Taken In Order To Resolve Existing Social Problems

While there are no readily visible groups or organizations attempting to deal with the major social problems of the area, there is no reason to believe that such actions would not receive local support. The area has within the past few years, been the setting for a considerable amount of prostitution and attendant problems, but this has decreased markedly in the past year, indicating that the area can support correcting influences.

POLITICAL EVALUATION

1. The Area Should Be Able To Support The Participation Of Those Organizations Which Have A Legitimate Interest In The Project

The organizations in the general area include the New Center Action Committee, several block clubs including the Boston-Edison Association, and several church based community interest groups. The New Center Action Committee has just completed a major planning effort aimed at the expasion of commercial activities and some new housing. It is presumed that both the block clubs and church groups would support or participate in a conservation project.

2. Efforts Undertaken In The Area Should Provide Political Benefits To Those Who Have Supported The Project

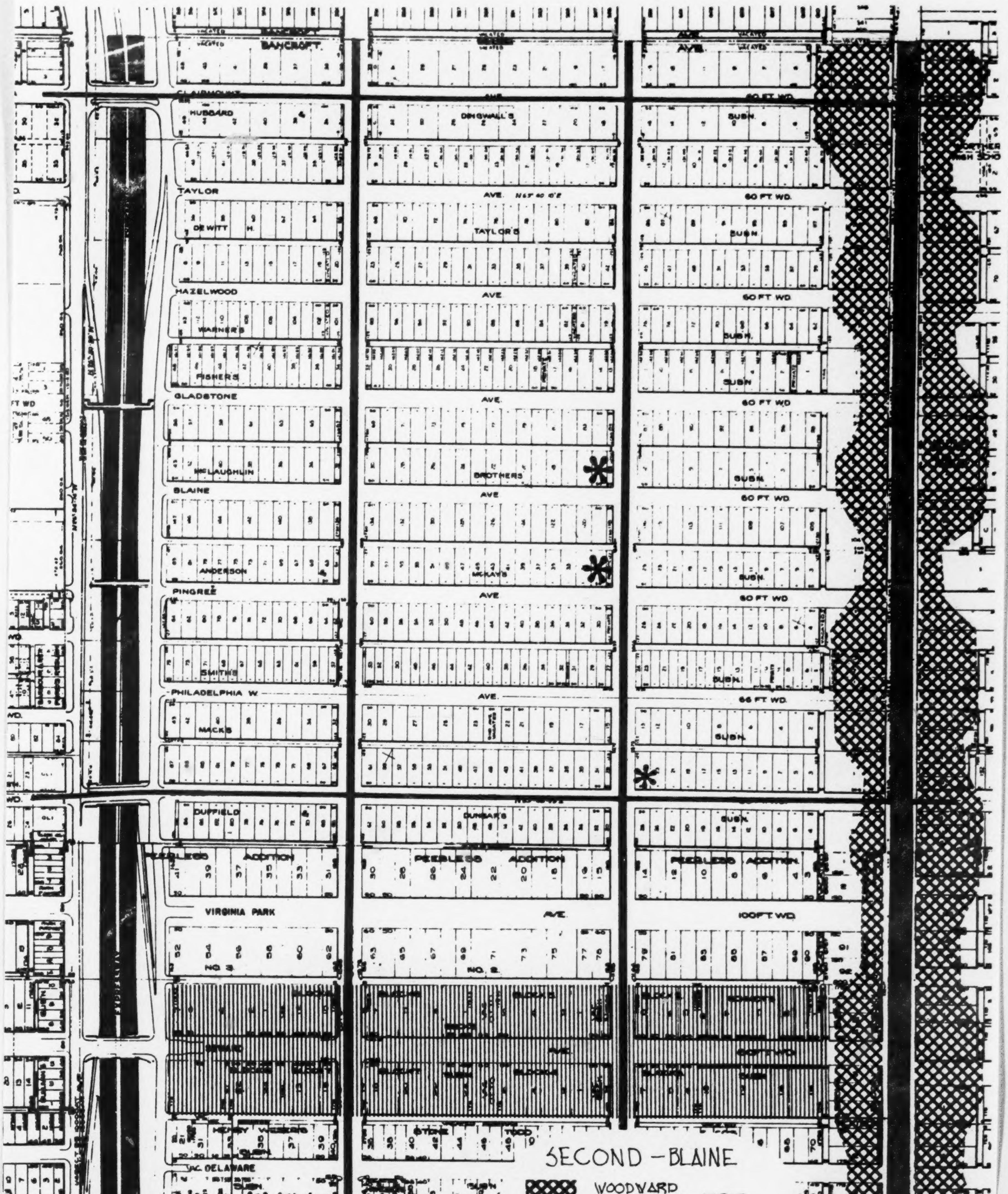
There is no question of the benefits available to business groups who would support such a project. Local elected officials could also be expected to participate and benefit. The only state activity present is through the rehabilitation projects of the Michigan State Housing Development Authority.

SITE EVALUATION RATING: SECOND - BLAIN

	-3	-2	-1	0	+1	+2	+3
Relation to Overall Growth						X	
Relation to Population Change						X	
Relation to Plans for Change						X	
Relation to Employment Sources							X
Relation to Transportation							X
Construction & Demolition Activity					X		
Housing Investment					X		
Commercial Investment						X	
Available Consumer Market							X
Area Size for Investment Control			X				
Clearly Defined Boundaries			X				
Image of Place							X
Visability of Effort	X						
Variety of Land Uses						X	
Land Ownership Patterns						X	
Condition of Structures		X					
Access to Public Services						X	
Access to Private Services						X	
Racial Balance						X	
Variety of Family Types						X	
Variety of Income Levels					X		
Support of Community Organizations				X			
Support of City Agencies						X	
Support of Special Interest Groups					X		
Support of State Government					X		

Rating Schedule:

-3	Very negative, destructive
-2	Negative, harmful
-1	Slightly negative, no support
0	Neutral
+1	Slightly positive, supportive
+2	Positive, assistance base
+3	Very positive, creative influence


SECOND - BLAINE
WOODWARD COMMERCIAL STRIP
HIGH DENSITY AREA
APT. BUILDING RE-HABILITATION IN PROCESS
BANCROFT
CLAIRMOUNT
AVE
60 FT WD
HUBBARD
DINGWALL'S
SUBN
TAYLOR
AVE
DEWITT H.
TAYLOR'S
HAZELWOOD
WARNER'S
FISHER'S
GLADSTONE
McLAUGHLIN
BROTHERS
BLAINE
ANDERSON
McKAYS
PINGREE
SMITH'S
PHILADELPHIA W.
66 FT WD
MACK'S
DUFFIELD
DUNBAR'S
PEERLESS ADDITION
VIRGINIA PARK
100 FT WD
NO. 3
NO. 2
HENRY WEBER'S
STONE
TODD
DELAWARE
LEGGETT'S
PALLISTER

The Boston-Dexter area is located along both sides of Chicago and Boston Boulevards, between Dexter and Linwood Avenues. It has a heavy concentration of apartment buildings extending for three long blocks in one direction and two short blocks in another. This island of apartment buildings is located in the middle of a generally sound residential area, running in all directions from the study area, made up of single family houses and flats. Both Dexter and Linwood Avenues are commercial in character, Dexter being the most active. Immediately to the south is the Sacred Heart Seminary and Brady Elementary School. The substantial recreational-educational complex of Central High School is located two blocks to the northeast. There are nearly 2000 apartment units in the immediate study area, containing approximately 7000 people. The median family income in this study area is approximately $6,200, and the median income of the overall area is approximately $6,900.

PHYSICAL EVALUATION

1. The Area Should Be Of A Workable Size And Form

The area has a distinct unity of character resulting from the concentration of apartment buildings in an area of nine city blocks. This is uniquely located within an otherwise single family and two family housing area. Its size and intensity are complementary to the intended conservation programs and would allow for easy concentration and control of project investments. This change in the intensity of land use and the type of housing form the kind of boundary conditions which are likely to allow a project's influence to spread to the surrounding area as well as providing a highly visible form of conservation.

2. The Area Should Be Suitable For Replanning

The area is not highly suitable for replanning, owing to the lack of vacant land and the extremely scattered nature of what little land is vacant. Except for possible use of the four or five vacant lots and the redevelopment of some parcels of the abandoned commercial frontage, there is very little that can be done except for the rehabilitation of the building themselves. All that can be anticipated out of a project in this area are separate, non-related investments such as parking lots, open space, etc., none of which would be directly related to the other. It also would be very difficult to realign or to close streets or in any other way alter the form of the land pattern.

ECONOMIC EVALUATION

1. The Area Should Be Able To Generate Multiple Benefits From Previously Planned Investments

There is a significant amount of apartment rehabilitation in progress at this time. Four of the structures in the area are being financed by the Michigan State Housing Development Authority. Other activities in the area will continue to respond to those kinds of investments. However, the physical separation of the various investments makes it difficult for the immediate benefits of one investment to affect another investment two blocks away. While the overall rehabilitation of the area improves the general living conditions, it is doubtful that any particular investment in open space, parking or recreation facilities can do more than benefit the immediately adjacent buildings, rather the area as a whole. Therefore, apartment rehabilitation efforts can share the benefits between each other if adjacent. It is doubtful that conservation efforts can be shared in the same way.

2. The Area Should Be Related To Overall Environmental Change In A Positive Way

In terms of the city's redevelopment, the relationship of the area is neutral. In terms of local redevelopment, the relationship is positive. The general location of the area within the context of the city is such that it is not in a primary path of change, by construction, by institutional expansion, by changes in transportation accessibility, etc. The area is in the midst of an overall residential area with little immediate access to employment centers. The conversion of Dexter Avenue from a less desirable, white business owned, commercial strip to a more desirable, black business owned, commercial strip is the only significant improvement in the area.

The area has a relatively high degree of accessibility to growth elements of the city, but only by private auto or bus. It is not immediately adjacent to any major growth commercial or institutional center, but it does have good access to secondary bus routes along Dexter, Linwood, Chicago Blvds. and Joy Road. It must be seen primarily as having access by private automobile.

3. The Area Should Be So Constituted That The Benefits From Investments Will Accrue To Local Residents, Businesses and Community Organizations

Property owners rather than the local area residents will receive the principle benefits of conservation efforts. Area residents will receive improved apartment units to live in. These improvements will by and large not be for the present residents, but for new residents. Obviously local businessmen will benefit from the improved market status and buying power of the incoming residents. Local community organizations have little chance to benefit from any neighborhood conservation efforts with the exception of United Tenents, whose primary concern is the welfare of the residents in the apartment buildings.

SOCIAL EVALUATION

1. The Area Should Be Able To Support A Dynamic Balance Of Life Styles

Such a balance cannot be supported in terms of the immediate study area. However, in terms of the overall neighborhood, it can do so.

There are a substantial number of apartment buildings in the target area. These tend to complement each other, but at relatively distinct economic levels. They can offer a wide range of physical housing types to accommodate different family situations. Being adjacent to one of the black economic commercial centers, it is presumed that the variation of family types can be maintained and fortified.

2. The Area Should Be Accessible To A Wide Range Of Both Public And Private Services

The area is well served by the commercial activities on Dexter Avenue. The high school complex located nearby offers unique recreational opportunities to the surrounding area. Maintenance of the area has remained at a modestly acceptable level, considering the special problems brought about by the apartment building densities. It is anticipated that the city services to this area will not deteriorate in the near future, and may be encouraged to be increased to a slightly higher level.

3. The Area Should Be Able To Support All Necessary Actions To Resolve Social Problems

The nature of community organizations in the area, especially organizations such as United Tenents, is such that they have exhibited a considerable amount of effort in overcoming the more serious social problems. It is anticipated that these efforts can be expanded in the future, although little assistance is anticipated from the block club type organizations in the single family housing area. The crime situation is not within normal bounds and is increasing in its severity. Special police programs can be anticipated to assist with this effort however, but their effect has not be highly successful elsewhere.

POLITICAL EVALUATION

1. The Area Should Support The Participation Of Those Organizations Which Have A Legitimate Interest In The Project

Such support is especially likely for tenent organizations such as United Tenents, which began activities in this area and are still actively pursuing the redevelopment and the proper management of housing in the immediate area. This is also true of the commercial redevelopment interests located along Dexter Avenue, and the two or three active community organizations which are in the area. It is anticipated that their support could easily be gained.

2. Efforts Undertaken In This Area Should Provide Political Benefits To Those Who Have Supported The Project

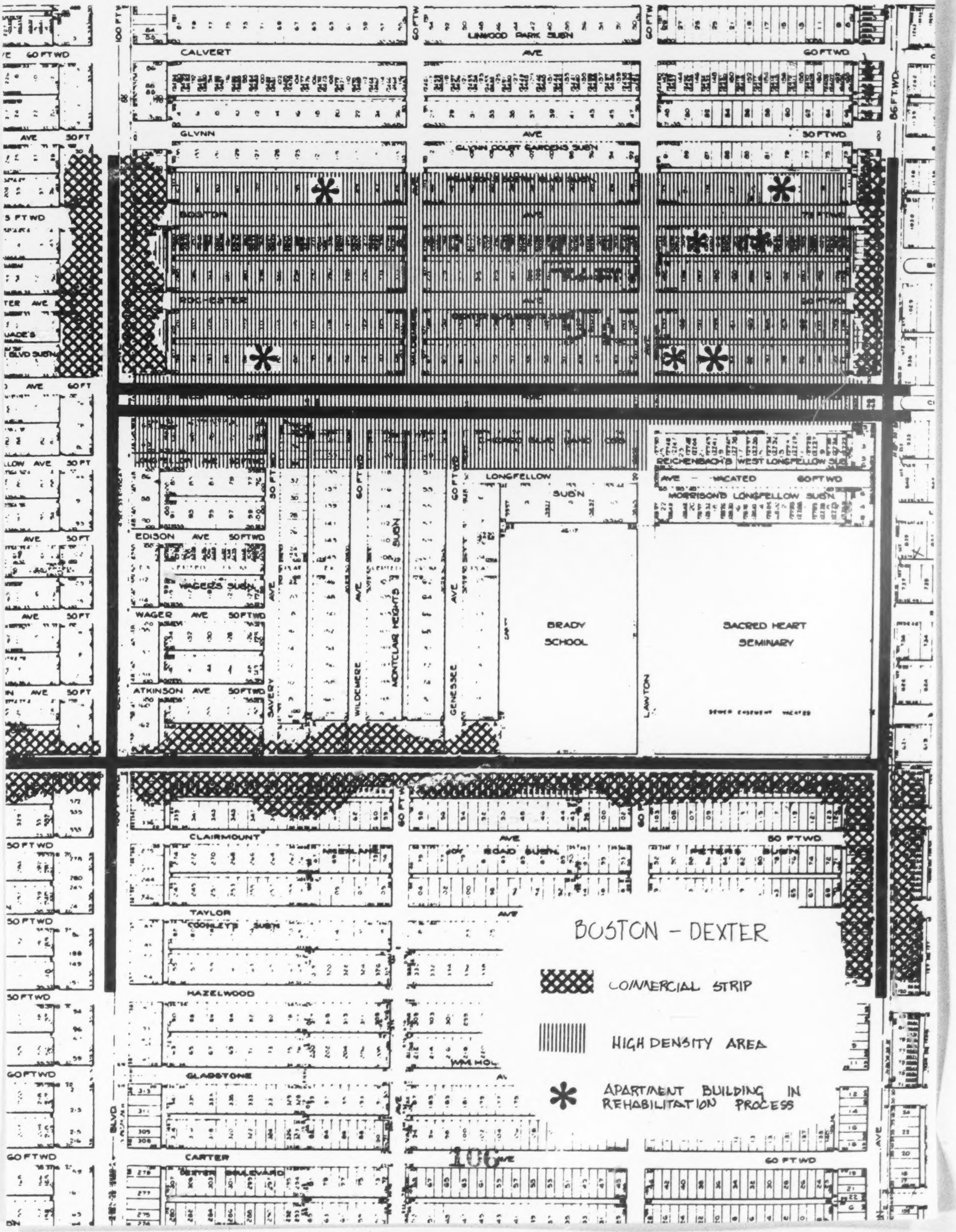
This is very likely to be the case since the area is the seat of political activity by several of the Afro-American social entities of the city. It is probable that their support could be gained to some degree by a well executed conservation project in this area.

SITE EVALUATION RATING: BOSTON - DEXTER

	-3	-2	-1	0	+1	+2	+3
Relation to Overall Growth				X			
Relation to Population Change					X		
Relation to Plans for Change				X			
Relation to Employment Sources				X			
Relation to Transportation					X		
Construction & Demolition Activity					X		
Housing Investment						X	
Commercial Investment					X		
Available Consumer Market							X
Area Size for Investment Control							X
Clearly Defined Boundaries							X
Image of Place							X
Visability of Effort		X					
Variety of Land Uses						X	
Land Ownership Patterns					X		
Condition of Structures						X	
Access to Public Services					X		
Access to Private Services						X	
Racial Balance						X	
Variety of Family Types							X
Variety of Income Levels							X
Support of Community Organizations							X
Support of City Agencies					X		
Support of Special Interest Groups					X		
Support of State Government						X	

Rating Schedule:

-3	Very negative, destructive
-2	Negative, harmful
-1	Slightly negative, no support
0	Neutral
+1	Slightly positive, supportive
+2	Positive, assistance base
+3	Very positive, creative influence


BOSTON - DEXTER
COMMERCIAL STRIP
HIGH DENSITY AREA
APARTMENT BUILDING IN REHABILITATION PROCESS
CALVERT AVE 60 FT WD
LINWOOD PARK SUBN
GLYNN AVE 50 FT WD
GLYNN COURT GARDENS SUBN
BOSTON AVE
ROCHESTER AVE
LONGFELLOW
REICHENBACH'S WEST LONGFELLOW SUBN
AVE - VACATED 60 FT WD
MORRISON'S LONGFELLOW SUBN
EDISON AVE 50 FT WD
WAGER'S SUBN
WAGER AVE 50 FT WD
ATKINSON AVE 50 FT WD
SAVERY AVE
WILDEMERE AVE
MONTCLAIR HEIGHTS SUBN
GENESSEE AVE
LAWTON
BRADY SCHOOL
SACRED HEART SEMINARY
SEWER EASEMENT VACATED
CLAIRMOUNT AVE 50 FT WD
PETER'S SUBN
TAYLOR AVE
COOLEY'S SUBN
HAZELWOOD
GLADSTONE
CARTER AVE 60 FT WD
DEXTER BOULEVARD
BLVD
100 FT WD
60 FT WD
86 FT WD

The Gladstone-Linwood area is in the center of Gladstone Street between Linwood and Dexter Avenues. The Gladstone area has a number of flats and a few larger apartment buildings, one of which is being rehabilitated by the Michigan State Housing Development Authority. The immediate area contains some 3000 people in a relatively high density development, with a median income of approximately $5,800. The immediate study area is approximately two blocks in length and two blocks in width. Land ownership in the area is widely scattered with an owner-occupancy rate of approximately 20%.

PHYSICAL EVALUATION

1. The Area Should Be Of A Workable Size And Form

While the area size is sufficiently small to allow project definition, its form is too indistinct to permit control of investments. It is bounded on one end by Dexter Avenue and the other end by Linwood Avenue, neither of which is of sufficiently strong character to form a boundary fcr investment control purposes. On the other two sides there is no boundary at all since streets in both directions are very similar, both in type and character. It would be very difficult to control conservation efforts in this area. Secondly, investments placed here would be so scattered and so diverse as to be difficult to guarantee their mutual support in the surrounding area. Finally, the area is not identifiable as a place which can support multi-faced conservation actions.

105 2. The Area Must Be Suitable For Replanning

The variety of land uses is extremely limited except along Linwood and Dexter, which are developed in strip commercial uses, much of which is abandoned. Otherwise, the availability of vacant or unused land is virtually non-existent, with the exception of one parcel. The distribution of supporting facilities and housing types in the area is such that it is difficult to develop any relationship between them. The taller apartment buildings are scattered along the two blocks, and separated by two-family flats and large family houses which has been converted to flats. The overall visual quality of the area is inadequate and not basically supportive of constructive change, without substantial demolition of existing housing units. It would be extremely difficult, for example, to alter the street pattern or to enhance any open space facilities in this area without such demolition. There is an overall lack of variety in a useful form of housing types. The existing variety is not so constituted as to lend itself to a true variation in the physical form of the neighborhood since they are randomly placed and scattered throughout the area. There is very little that can be done to improve the physical character of this area without very major clearance and redevelopment projects being undertaken.

ECONOMIC EVALUATION

1. The Area Should Be Able To Generate Multiple Benefits From Previously Planned Investments And Provide A Base For Self-regeneration Of Capital Investments

The area has only one current investment which is a housing rehabilitation sponsored by the Michigan State Housing Development Authority. There are no other investments anticipated in the immediate area,of either a commercial residential nature, or by any public service agency. There also seems little likelihood that such an investment will occur in the reasonably near future.

2. The Area Must Be Related To Environmental Change In A Positive Way

This area is remotely located from overall redevelopment activities in the surrounding area and can be considered generally as not in an area of intensive regrowth or redevelopment. The redevelopment efforts which are planned in the surrounding area are not sufficient in scale or scope to have a positive influence on this area. Population change in the area has occurred already in the past five years, with the area's population changing from older couples with older children, to younger couples with young children or with no children, while retaining very old couples with no children. Other construction and demolition in the area includes primarily housing rehabilitation a few blocks away.

3. The Area Must Have A High Degree of Accessibility To Important Elements Of The City

This area is reasonably well located to employment resources on a city-wide basis with very little availability of local employment within the immediate neighborhood. Transportation by bus routes is relatively convenient with major bus routes being only a block or two away at the most. Cars, of course, are the most flexible form of transportation for this area.

4. The Area Should Be So Constituted That Benefits From Investments Accrue To The Area Residents, Local Businesses, and Community Organizations

Land ownership in the area is predominately absentee controlled, with the majority of local ownership in the hands of owners of two-flat buildings. The consumer market in the area must be considered substantial, considering both the level of income and the overall number of people in the area. There is a consumer market primarily for retail goods, however, not necessarily of housing programs.

SOCIAL EVALUATION

1. The Area Should Be Able To Support A Dynamic Balance Of Life Styles

The variation in family type, by age, length of residence, and structure, is such that only two basic categories of family are predominant in the area. Those include young families with young children and older couples whose children have left the area, this in turn leads to a general lack of variation in income groups, housing costs being mostly the same whether in homes, flats or apartments, with the rate of housing occupancy fairly high, except in buildings along Linwood. There is a relatively high degree of mobility among the young couples who live in the taller apartment buildings of which there are only three. With the exception of those, it should be said that there is very little variation in family type or income group.

2. The Area Should be Reasonably Accessible To Public And Private Services

There is an elementary school within three blocks of this area. Trash collection in the area is of poor quality with little chance or demand for improvement. Police activities in the area are reputed to be intensive but ineffective. Private services in the area, especially commercial services, are adequate within a few blocks.

3. The Area Should Support Actions To Resolve Social Problems

It is doubtful, considering the lack of boundaries and the lack of identifiable place in this area, that programs undertaken to resolve social problems in this area can be any better controlled than those aimed at rebuilding the physical area. There are no strong community groups operating in the area which would support such activities, nor have there been any recent strong pressures to instigate them.

109 POLITICAL EVALUATION

1. The Area Should Support The Participation Of Those Organizations Which Have Legitimate Interests In The Project

Local community organizations are composed primarily of residential block clubs, with one or two church groups within a few blocks. They are by and large ineffective in dealing with any of the problems in the area, and their participation and support would be of dubious value. The actions of city government, through its agencies are negligible in this area, and the support of those agencies seems remote to any major constructive effort. Special interest groups such as the Board of Education, the Unions, the University, etc., have by and large paid no attention to this area and there is no indication they would do so in the immediate future.

The only State activity in the area right now is the rehabilitation of one building by the Michigan State Housing Development Authority. In all other respects there is no reason to anticipate response or participation by any other office of the State government. The federal government, with the exception of its subsidy of the one apartment rehabilitation, has no direct involvement in this area, unless it would be through its various subsidy funds to the city for the demolition of buildings.

2. Efforts Undertaken In This Area Should Provide Political Benefits For Those Who Support The Project

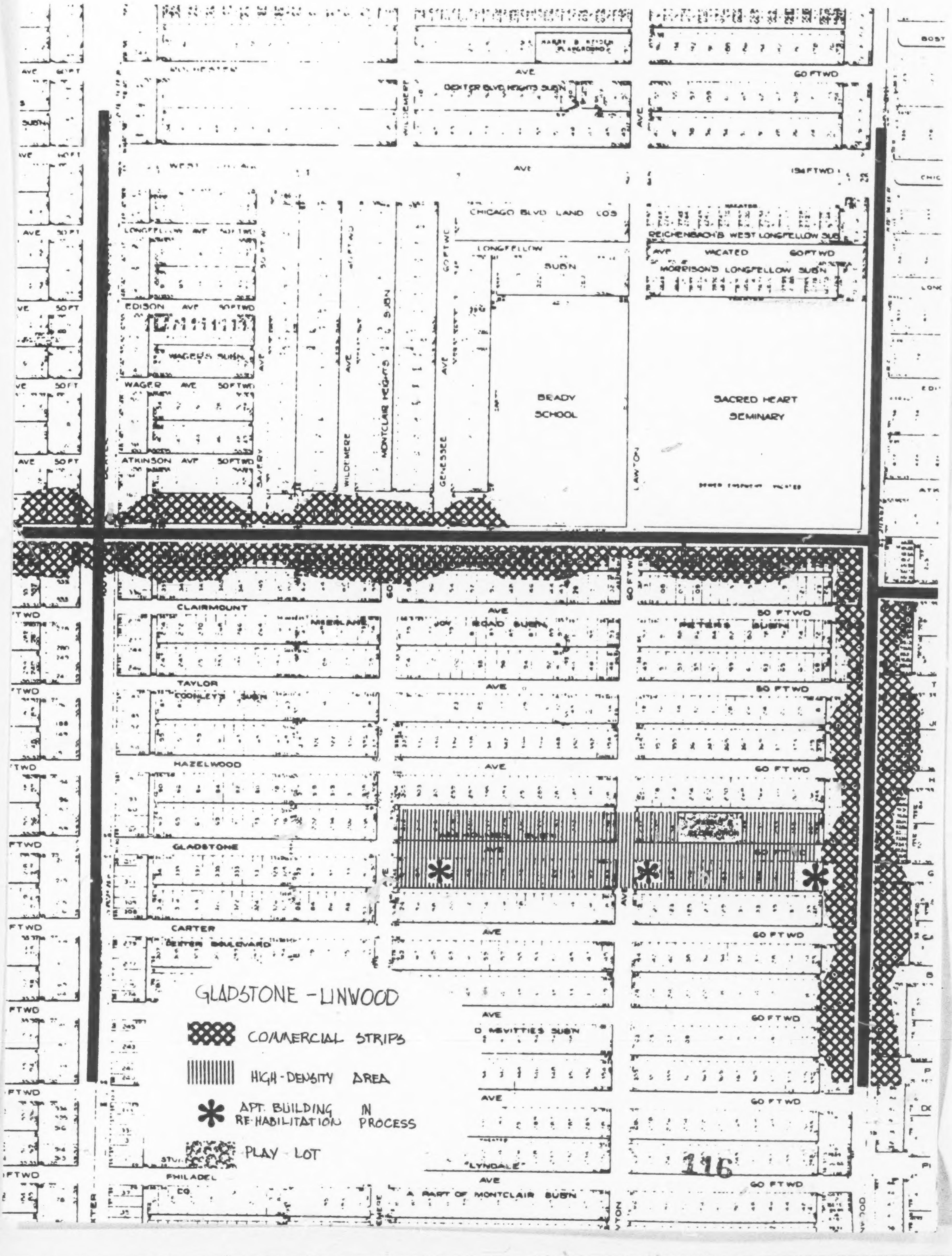
It is doubtful that there are any elements of a project in this area, as presently envisioned, which would gain the political support of the citizens in that area since any efforts undertaken would involve dislodging of a substantial number of people. The only exception to this would be probably to find a way of dealing with the vacant buildings along Dexter and Linwood which would reduce some of the social problems in the area.

SITE EVALUATION RATING: GLADSTONE - LINWOOD

	-3	-2	-1	0	+1	+2	+3
Relation to Overall Growth			X				
Relation to Population Change			X				
Relation to Plans for Change		X					
Relation to Employment Sources			X				
Relation to Transportation				X			
Construction & Demolition Activity			X				
Housing Investment				X			
Commercial Investment			X				
Available Consumer Market					X		
Area Size for Investment Control						X	
Clearly Defined Boundaries	X						
Image of Place	X						
Visability of Effort	X						
Variety of Land Uses					X		
Land Ownership Patterns			X				
Condition of Structures					X		
Access to Public Services			X				
Access to Private Services					X		
Racial Balance					X		
Variety of Family Types						X	
Variety of Income Levels						X	
Support of Community Organizations				X			
Support of City Agencies			X				
Support of Special Interest Groups			X				
Support of State Government				X			

Rating Schedule:

-3	Very negative, destructive
-2	Negative, harmful
-1	Slightly negative, no support
0	Neutral
+1	Slightly positive, supportive
+2	Positive, assistance base
+3	Very positive, creative influence


GLADSTONE - LINWOOD
COMMERCIAL STRIPS
HIGH-DENSITY AREA
APT. BUILDING RE-HABILITATION IN PROCESS
PLAY LOT
ROCHESTER
DEXTER BLVD HEIGHTS SUBN
WEST CHICAGO AVE
CHICAGO BLVD LAND COS
LONGFELLOW SUBN
REICHENBACH'S WEST LONGFELLOW SUB
MORRISON'S LONGFELLOW SUBN
LONGFELLOW AVE 50 FT WD
EDISON AVE 50 FT WD
WAGER'S SUBN
WAGER AVE 50 FT WD
ATKINSON AVE 50 FT WD
SAVERY
WILDEMERE
MONTCLAIR HEIGHTS SUBN
GENESSEE
LAWTON
BEADY SCHOOL
SACRED HEART SEMINARY
CLAIRMOUNT
JOY ROAD SUBN
PETER'S SUBN
TAYLOR
COONLEY'S SUBN
HAZELWOOD
GLADSTONE
CARTER
DEXTER BOULEVARD
D. McVITTIES SUBN
"LYNDALE"
PHILADELPHIA
A PART OF MONTCLAIR SUBN
AVE
60 FT WD
50 FT WD

The Seward-Twelfth Street area is located in a section of Detroit known as Virginia Park. The study area is a short section of Seward containing several apartment buildings, housing some 1000 people. The median family income of the neighborhood is about $6,800. The area is immediately adjacent to an Urban Renewal Project aimed at rebuilding a variety of facilities along Twelfth Street.

PHYSICAL EVALUATION

1. The Area Should Be of a Workable Size and Form.

The study area is small enough in size and concise enough in form to provide for sound control of project investments. The concentration of apartment buildings gives the area visual identity, even though its buildings are not unique in the neighborhood. In addition, Seward is not a through street beyond Twelfth which provides a visual terminus to the area.

2. The Area Must Be Suitable for Replanning.

The area contains some vacant land and borders on a large piece of vacant land which will be rebuilt as part of the Virginia Park Urban Revewal Project. In addition, Seward is not a through street beyond Twelfth and so should be possible to be closed and used for other purposes. The area is very suitable for replanning.

115 ECONOMIC EVALUATION

1. The Area Should Generate Multiple Benefits from Previously Planned Investments.

There is extensive housing rehabilitation underway and planned in the area. In addition, the scheduled improvements for the adjacent urban renewal project are extensive and supportive of housing investment. While there is presently a general decline in the housing conditions in the area, a major conservation effort, coupled with the redevelopment proposed under urban renewal, would generate substantial mutually beneficial investments.

2. The Area Should Be Related to Overall Environmental Change in a Positive Way.

The major force of an environmental change in the area is the urban renewal project already discussed. At the larger scale of the whole city the Virignia Park area is not in the path of major healthy changes in the environment, and is not likely to become so situated in the near future. The only major growth influence which could have a positive effect is the New Center Area, which is about one-half mile to the southeast.

3. The Area Should Have a High Degree of Accessibility to Important Growth Elements of the City.

The only major growth elements near the study area are the New Center Area, already discussed, and Henry Ford Hospital, which is about six blocks away. This hospital is a large employer of local residents, and is growing rapidly. Access by bus and car to other elements such as the University and the Medical Center is indirect, but not difficult.

4. The Area Should Be So Constituted That the Benefits of Investment Accrue to Area Residents, Businesses, and Community Organizations.

There is little doubt that conservation efforts placed here will benefit local residents. There are strong community organizations which can benefit from a sound conservation project as well. There seems, however, to be no local business which would derive benefits from a conservation project in this area since many have left in the past few years and others will be displaced by urban renewal.

SOCIAL EVALUATION

1. The Area Should Be Able to Support a Dynamic Balance of Life Styles.

Because of the variety of housing types in the general neighborhood such a balance can be maintained. Within the study area proper this is not possible, but it is not necessary at so limited a scale. The income levels of housing in the area also indicate a variety of living conditions can be supported. Presently there are young, middle-age, and old families in the general neighborhood as well as a noticeable number of young single persons living alone.

2. The Area Should Be Accessible to a Wide Range of Both Public and Private Services.

Public services to the area are of a poor quality and at a low level of intensity. This is especially true of environmental maintenance and police protection. There is no reason to expect a substantial improvement in these services at present. Private commercial services in the area are of poor quality and widely disperses. They are not expected to improve until the redevelopment of Twelfth Street is complete.

3. The Area Should Support All Actions Necessary to be Taken to Resolve Exisiting Social Problems.

The most difficult social problems prevalent in the area are associated with prostitution, narcotics and robbery. The local community organizations are supportive of the needed actions, but the overall neighborhood contains to many problems, and is too large, to be dealt with by concerted actions. It seems likely that a concentrated effort within the study area by all appropriate organizations and agencies could achieve at least modestly beneficial results.

POLITICAL EVALUATION

1. The Area Should Be Able to Support the Participation of Those Organizations Which Have Legitimate Interest in the Project.

There are several organizations with real interest in the area. They include the Detroit Housing Commission, which is the public agency responsible for the urban renewal project, the Virginia Park Citizen's Service Corporation, the Virginia Park Rehabilitation Corporation, and numerous block clubs and social service groups. It seems reasonable that all organizations in the area would support and participate in a conservation project in this area.

2. The Area Should Provide Political Benefits to Those Who Support the Project.

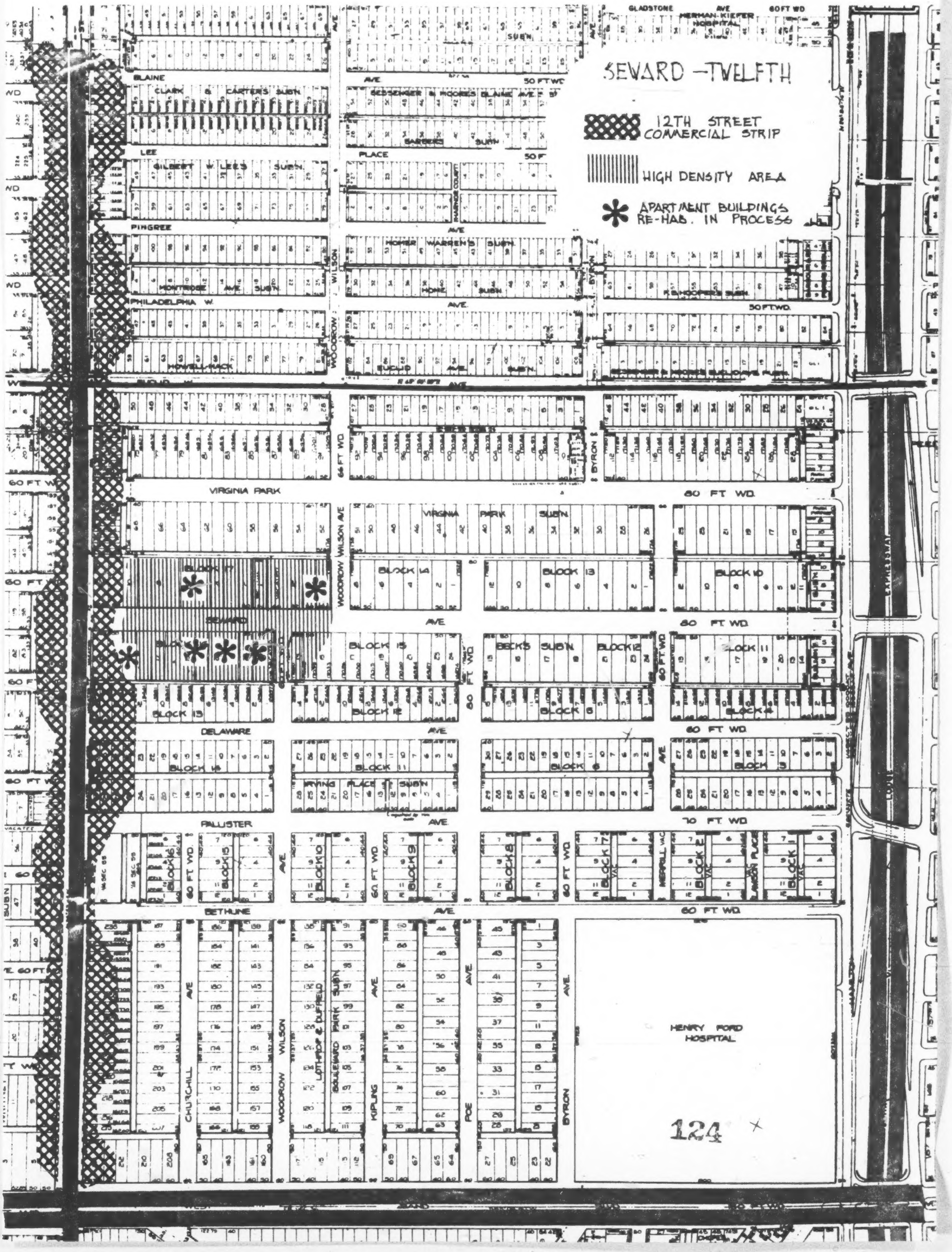
It is reasonalble to anticipate that the City of Detroit, the Federal Department of Housing and Urban Development, and all community organizations participating in this project would receive substantial political benefit since the Virginia Park area has been so well publicized. It should be possible for both the Michigan State Housing Development Authority and the Governor's Office to benefit directly if they participate.

SITE EVALUATION RATING: SEWARD - TWELFTH

	-3	-2	-1	0	+1	+2	+3
Relation to Overall Growth				X			
Relation to Population Change					X		
Relation to Plans for Change						X	
Relation to Employment Sources					X		
Relation to Transportation				X			
Construction & Demolition Activity						X	
Housing Investment					X		
Commercial Investment			X				
Available Consumer Market							X
Area Size for Investment Control							X
Clearly Defined Boundaries							X
Image of Place						X	
Visability of Effort							X
Variety of Land Uses					X		
Land Ownership Patterns			X				
Condition of Structures						X	
Access to Public Services					X		
Access to Private Services					X		
Racial Balance					X		
Variety of Family Types			X				
Variety of Income Levels			X				
Support of Community Organizations							X
Support of City Agencies							X
Support of Special Interest Groups							X
Support of State Government						X	

Rating Schedule:

-3	Very negative, destructive
-2	Negative, harmful
-1	Slightly negative, no support
0	Neutral
+1	Slightly positive, supportive
+2	Positive, assistance base
+3	Very positive, creative influence


SEWARD -TWELFTH
12TH STREET COMMERCIAL STRIP
HIGH DENSITY AREA
APARTMENT BUILDINGS RE-HAB. IN PROCESS
GLADSTONE AVE 60 FT WD
HERMAN-KIEFER HOSPITAL
BLAINE AVE 50 FT WD
CLARK & CARTER'S SUBN
SESSENGER & MOORE'S BLAINE AVE SUBN
LEE PLACE 50 FT
GILBERT W. LEE'S SUBN
BARBER'S SUBN
PINGREE AVE
HOMER WARREN'S SUBN
MONTROSE AVE SUBN
HOME SUBN
PHILADELPHIA W. AVE 50 FT WD
HOWELL-HACK
EUCLID AVE
EUCLID W.
WOODROW WILSON
BYRON
VIRGINIA PARK 60 FT WD
VIRGINIA PARK SUBN
66 FT WD
WOODROW WILSON AVE
BLOCK 17
BLOCK 14
BLOCK 13
BLOCK 10
SEWARD AVE 60 FT WD
BLOCK 15
BECK'S SUBN
BLOCK 12
BLOCK 11
BLOCK 13
BLOCK 12
BLOCK 6
BLOCK 4
DELAWARE AVE 60 FT WD
BLOCK 16
BLOCK 11
IRVING PLACE SUBN
BLOCK 6
BLOCK 3
PALLISTER AVE 70 FT WD
BLOCK 16
BLOCK 15
BLOCK 10
BLOCK 9
BLOCK 8
BLOCK 7
BLOCK 2
BLOCK 1
60 FT WD
BETHUNE AVE 60 FT WD
CHURCHILL AVE
WOODROW WILSON
LOTHROP & DUFFIELD BOULEVARD PARK SUBN
KIPLING AVE
POE AVE
BYRON AVE
HENRY FORD HOSPITAL
WEST GRAND BOULEVARD
EXPRESSWAY
LODGE
124

DUMBARTON ROAD

The Dumbarton area is a small, densely built up area situated within a lower density residential area. It is located along a street which is only one block long, and terminates at Grand River Avenue on the Detroit near-west side. The area contains almost 800 apartments housing some 2,400 people. The median family income is about $6000 in the study area, and about $7000 in the surrounding neighborhood.

PHYSICAL EVALUATION

1. The Area Should Be of a Workable Size and Form.

The area is small enough to afford easy interaction of project elements, and has well enough defined boundaries to afford excellent control of project investments. There is a clear distinction between the study area and the surrounding neighborhood. The area is one long block and two short blocks wide, with very distinct limits.

2. The Area Must Be Suitable for Replanning.

There is a reasonable amount of vacant land, well located for planning and re-use purposes. In addition, Dumbarton Road itself is so situated, and of such a size, that traffic on it can be re-routed and its right-of-way used for other purposes. The variety of land uses is helpful for replanning, especially the existing park and school located within the study area. The area seems ideally suited to replanning for conservation purposes. The condition of structures

123 in the area is sound, and capable of rehabilitation-conservation programs.

ECONOMIC EVALUATION

1. The Area Should Be Able to Generate Multiple Benefits from Previously Planned Investments.

There is a substantial amount of apartment rehabilitation in process in the area, and more planned. Seven of the thirteen buildings on Dumbarton are currently involved. New commercial investments in the adjacent portion of Grand River Avenue and the close proximity of the housing rehabilitation efforts should provide for considerable mutually beneficial effects. A new kindergarten through second grade elementary school was built in the study area in 1968, which indicates a reasonable level of public investment in the area.

2. The Area Should Be Related to Overall Environmental Change in a Positive Way.

The area is not located in the path of major environmental change. It is affected by the recently cleared land for the new Jefferie Freeway, however. The full implications of this action are not yet clear, but appears to be positive for the study area.

3. The Area Should Have a High Degree of Accessibility to Important Growth Elements of the City

The area is situated on one of the major transportation arteries of

Detroit, giving it easy access by bus or car to the downtown area and to the west side employment centers. There are no major growth elements in the immediate vicinity of the study area.

4. The Area Should Be So Constituted That Benefits from Investments Accrue to Area Residents, Businesses and Community Organizations.

The rehabilitation of apartments will provide better housing for area residents, and nearby commercial rehabilitation should result in better services to area residents and better return to local businesses. Any local organizations participating should be able to derive benefits as well, particularly those groups concerned with better housing.

SOCIAL EVALUATION

1. The Area Should Be Able to Support a Dynamic Balance of Life Styles.

While apartments are the only housing type within the study area, the overall neighborhood contains a wide variety of housing types and prices, sufficient to guarantee the needed variety of life styles. There are young, middle-age and old families, with and without children, and young single people living alone. The area seems capable of supporting all normal life styles with a reasonable degree of interaction between them.

2. The Area Should Be Accessible to a Wide Range of Both Public and Private Services.

Public services to the overall neighborhood are are reasonably adequate, but less so in the study area itself. The responsible public agencies have, however, promised their cooperation in conjunction with any conservation efforts. Private services to the area are adequate, both in quantity and quality, within a few blocks along Grand River and Joy Road.

3. The Area Should Support All Actions Necessary to Resolve Existing Social Problems.

It is anticipated that all elements of the local community will assist in overcoming existing social problems. The most serious problem is narcotics' traffic and related theft. The police are conducting a special effort in the area at this time, as is United Tenants and one church organization. The area is so constituted that a concerted effort should be able to dislodge these problems.

POLITICAL CRITERIA

1. The Area Should Be Able to Support the Participation of Those Organizations with Legitimate Interest in the Project.

The most significant organizations in the area include United Tenants Association, the Trade Union Leadership Council, the service arm of St. Theresa Church, and the several block clubs in the single family home areas. All of these groups are expected to participate in the project. St. Theresa is already involved in some aspects which will support such a project. The support of all city agencies has been promised as has that of the Inner-City Business Improvement Forum.

2. The Area Should Provide Political Benefits to Those Who Support the Project.

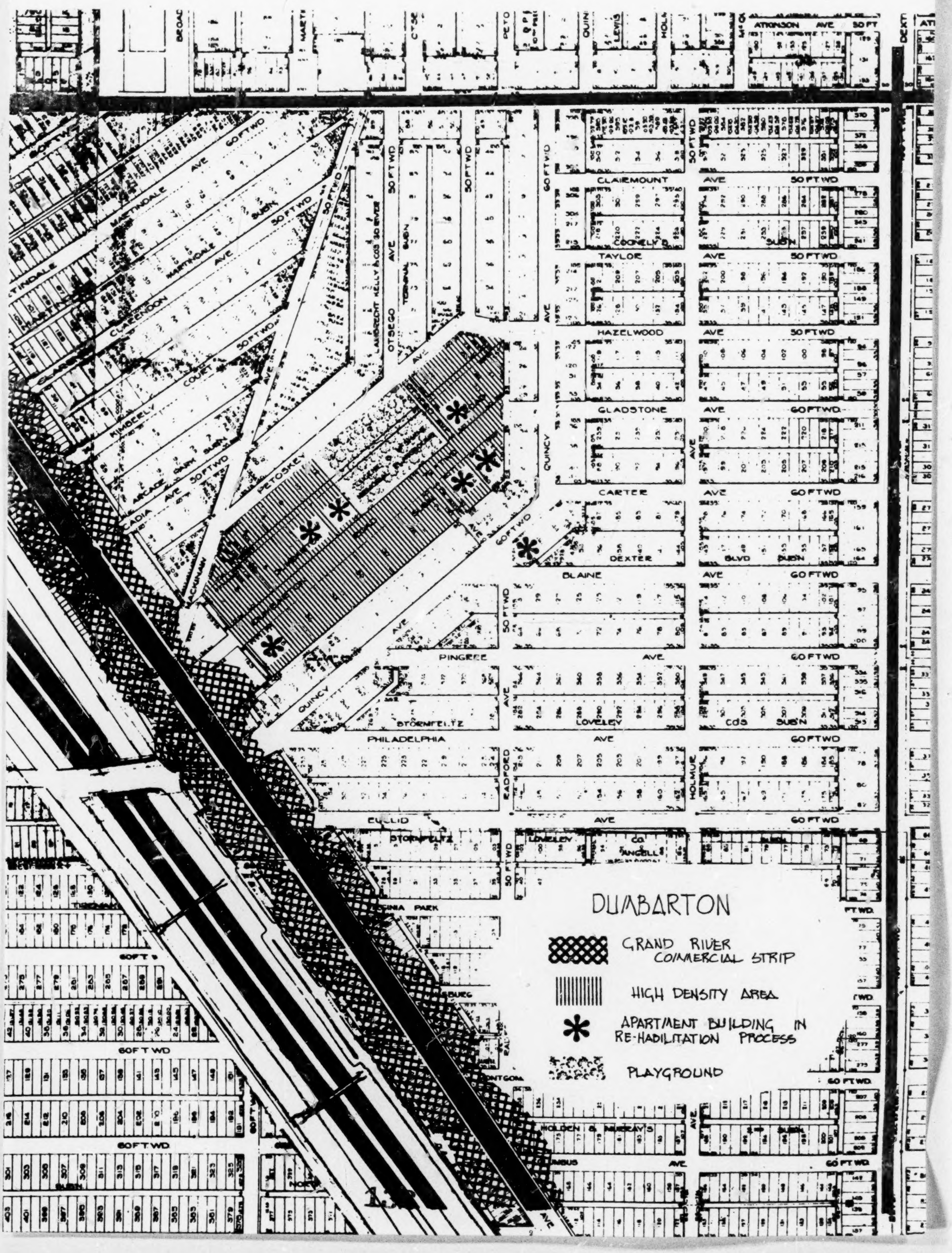
The city agencies and local organizations who participate will have a clearly visable demonstration of their efforts, and can anticipate appropriate benefits. State and federal agency benefits will come mainly from the successful execution of a project which contains all facets of conservation and rehabilitation and involves a wide variety factors affecting the city as a whole.

SITE EVALUATION RATING: DUMBARTON

	-3	-2	-1	0	+1	+2	+3
Relation to Overall Growth					X		
Relation to Population Change					X		
Relation to Plans for Change					X		
Relation to Employment Sources					X		
Relation to Transportation						X	
Construction & Demolition Activity					X		
Housing Investment						X	
Commercial Investment					X		
Available Consumer Market							X
Area Size for Investment Control							X
Clearly Defined Boundaries							X
Image of Place							X
Visability of Effort							X
Variety of Land Uses							X
Land Ownership Patterns					X		
Condition of Structures						X	
Access to Public Services					X		
Access to Private Services							X
Racial Balance					X		
Variety of Family Types						X	
Variety of Income Levels						X	
Support of Community Organizations					X		
Support of City Agencies							X
Support of Special Interest Groups						X	
Support of State Government						X	

Rating Schedule:

-3	Very negative, destructive
-2	Negative, harmful
-1	Slightly negative, no support
0	Neutral
+1	Slightly positive, supportive
+2	Positive, assistance base
+3	Very positive, creative influence


DUMBARTON
GRAND RIVER COMMERCIAL STRIP
HIGH DENSITY AREA
APARTMENT BUILDING IN RE-HABILITATION PROCESS
PLAYGROUND
ATKINSON AVE
CLAIRMOUNT AVE
TAYLOR AVE
HAZELWOOD AVE
GLADSTONE AVE
CARTER AVE
DEXTER BLVD
BLAINE AVE
PINGREE AVE
PHILADELPHIA AVE
EUCLID AVE
MARTINDALE AVE
CLARENDON AVE
KIMBERLY COURT AVE
ARCADIA AVE
PETOSKEY AVE
QUINCY AVE
OTSEGO AVE
HOLMUR AVE
RADFORD AVE
BUCHANAN
STORMFELTZ
LOVELEY
HOLDEN & MURRAY'S
60 FT WD
50 FT WD

✓

WOODWARD EAST

The study area lies to the east of Woodward Avenue, to the north of the central business district, to the west of Chrysler Freeway and south of Mack Avenue in a neighborhood called Woodward East. It is one of the oldest sections of Detroit, containing apartment buildings and large old houses. It also contains the Brewster-Douglas Public Housing Project. Within the confines of this area operates Woodward East Projects Inc., which is one of the most well-known residential and neighborhood redevelopment community organizations in Detroit. The area contains some 8000 residents living in the public housing project, and approximately 5000 residents living in other housing in the area. The median income in the area is less than $3000 per family. At this time the only redevelopment activities under way are those sponsored by Woodward East Projects Inc., which include the rehabilitation of one apartment building by the United States Gypsom Company. The immediate study area is two blocks wide and one block long. It contains approximately 120 housing units, housing approximately 350 people.

PHYSICAL EVALUATION

1. The Area Should Be of A Workable Size and Form

The overall Woodward East area is unique in Detroit, containing both medium size apartment buildings which were initially well built and

131 a number of large old houses of the kind that are considered by some to be suitable for historic preservation. The area also contains a large amount of vacant land, and a number of old stores and other nonresidential structures. The study area contains three apartment buildings of three stories each, several old houses that have been converted into flats, and several vacant lots upon which immediate work can take place. Generally speaking, the overall Woodward East area has well-defined boundaries. However, the immediate study area has less well-defined boundaries. While the size is sufficiently small to allow control of investments, the form of control is somewhat difficult. The immediate study area is bounded on one end by John R Street and on the other by Brush Street. The termination of a project at these streets would be fairly easy to control. The termination of efforts on the parallel streets would not be so easy to control, since streets in both directions are similar both in type and character. However, conservation investments placed here can be so well concentrated and so closely knit together as to guarantee their mutual support to and from the surrounding area. While there is a lack of clearly defined boundaries in the hard sense of that word, the way land uses and land vacancy are constituted would make any change in intensity and type of use extremely noticeable and would tend to form new boundaries, based upon new construction rather than upon existing development. There can be no question that the area has a clear

identity as a sense of place, acknowledgeable internally and externally, and that it can support a variety of related actions.

2. The Area Must Be Suitable for Replanning.

The area is suitable for replanning, based upon the character of existing development. The large amount of vacant land and the probable ease with which streets can be closed or realigned make it highly desirable for planning purposes. The distribution of commercial facilities and housing of various types in the area is such that it should be relatively simple to develop a more beneficial relationship between them. The taller apartment buildings are so situated with regard to the large houses and flats that the overall visual quality of the area, while presently inadequate, could be largely improved by well-directed conservation efforts. It is especially important to realize that substantial conservation and redevelopment efforts can take place without demolition of existing housing and subsequent relocation that this implies. This area is so constituted that it would be highly supportive of conservation efforts, taken together with new or rehabilitated housing efforts, and would result in a highly visible demonstration of neighborhood conservation.

ECONOMIC EVALUATION

1. The Area Should Be Able to Generate Multiple Benefits from Previously Planned Investments.

The area has only one current investment, which is a housing rehabilitation project sponsored by Woodward East Projects Inc. under contract with the United State Sypsom Company. Another apartment building has been submitted to the Michigan State Housing Development Authority for feasibility. There are other major investments anticipated in the immediate area, of both a commercial and a residential nature, by both private and public groups. There seems little likelihood, however, that this will occur outside of the neighborhood conservation efforts, or other State grants, in the immediate future, with the exception of an effort by the City of Detroit to widen Brush Street to a boulevard. That effort is being resisted by residents of the area.

2. The Area Should Be Related to Change in a Positive Way.

The area is located adjacent to major redevelopment activities, and can be considered in an area of basic regrowth and reinvestment. Being immediately north the central business district and just to the south of the growing Detroit Medical Center, it has a prime location in the long-range future of the City of Detroit. While the area is sufficiently large to be able to resist some private speculative investments, which would move in new and wealthy residents a block at a time, it is small enough that it receives consistent attention from various city agencies and private investment groups to indicate that the area is desired for investment purposes.

3. The Area Should Have a High Degree of Accessibility to Important Elements of the City.

The area is well located in regards to city-wide transportation routes and to the main employment elements of both the downtown area and the Detroit Medical Center. It is a highly accessible place for employment opportunities.

4. The Area Should Be So Constituted That Benefits from Investments Accrue to Area Residents, Local Business and Local Community Organizations.

Land ownership in the area is predominately absentee controlled. The majority of local ownership is in the hands of owners of old houses who rent rooms. However, the Woodward East Projects Inc. own or control a number of parcels of land in the project area. There is not a sufficient number of local businesses who serve the area, who could also benefit from the investments in the area, to provide either positive or negative factor. Traditional housing programs and traditional conservation programs have not met the needs of the people in this area, since their incomes are much too low to allow them to participate. It is clear that neighborhood conservation efforts in this area would directly benefit local residents and community organizations in the area. It is also clear that only the most specially attended housing programs can benefit the residents of this area. Housing and neighborhood conservation efforts taken simultaneously could be of considerable benefit to the residents of

135 the area. At this juncture there can be said to be a far greater need of these programs than in most other areas of the city. Therefore, the area starts to receive far greater potential benefits of conservation efforts than would other areas of the city.

SOCIAL CRITERIA

1. The Area Should Support a Dynamic Balance of Life Styles

In terms of variations in family type, age, length of residence, and family structure, the area presently supports a wide variety of life styles. Basically, the families in this area include old people, young families with young children and a large number of adolescent or young adult members of society. The area contains a full range of family types, providing a relatively low degree of mobility among the young families who live in the area, but providing for a self-regeneration of population.

2. The Area Should Be Physically Accessible to Public and Private Services.

Good services are not presently delivered in any acceptable quality or quantity. Public services, especially in such things as environmental maintenance, police protection, and the like, are of extremely poor quality, with little chance for improvement in the immediate future without outside influence. The responsible agencies are not sensitive to the needs of the area and are often abusive. Private services to the area, especially health services, are inadequate, but improving owing to the advent of the Model Neighborhood Health Program. It appears that one reason for the poor deliverly of public and private services to this area has to do with a combination of the low economic status of the residents and the desire of certain elements within the city to acquire land in this area.

3. The Area Should Support All Action Necessary to Resolve Existing Social Problems.

Most organizations in the area will support actions to resolve social problems. The area does contain the full range of social problems evidenced anywhere else in the city except those that are associated with high density and high income. The programs undertaken to resolve these problems are likely to be better controlled owing to the nature of community organizations in the area than would be the case in other sections of the city. There is as previously mentioned, at least one strong community organization in the area which would support such activities, and has taken strong initiation to resolve them in the past.

POLITICAL CRITERIA

1. The Area Should Support the Participation of Those Organizations Which Have Legitimate Interests in the Projects.

Most of the local community organizations are composed primarily of

137 residential groups. There are, however, other organizations functioning in the area, some of which operate out of the St. Peter Claver Community House. Others are contained within Brewster-Douglas Housing Project. The actions of the city government through its agencies are negligible in support of these organizations and cannot be counted on for any major constructive effort. Special interests groups such as the Board of Education, Wayne State University, are very attentive to actions in this area but, with certain individual exceptions, have not been helpful. It is true that these same organizations and others have lent, and probably will continue to lend, support to the redevelopment of this area along the lines prescribed by Woodward East Projects, Inc. The headquarters of the Urban League is located on the border of the area. The activity of state government in the area is extremely marginal, and is limited to the one tentative adventure by the Michigan State Housing Development Authority. In all other respects there is little reason to anticipate response or participation by other offices of state government. The federal government with the exception of its subsidities to the rehabilitation of apartment buildings has no direct involvement in the area.

2. Efforts Undertaken in the Area Should Provide Political Benefits to Those Who Support the Project.

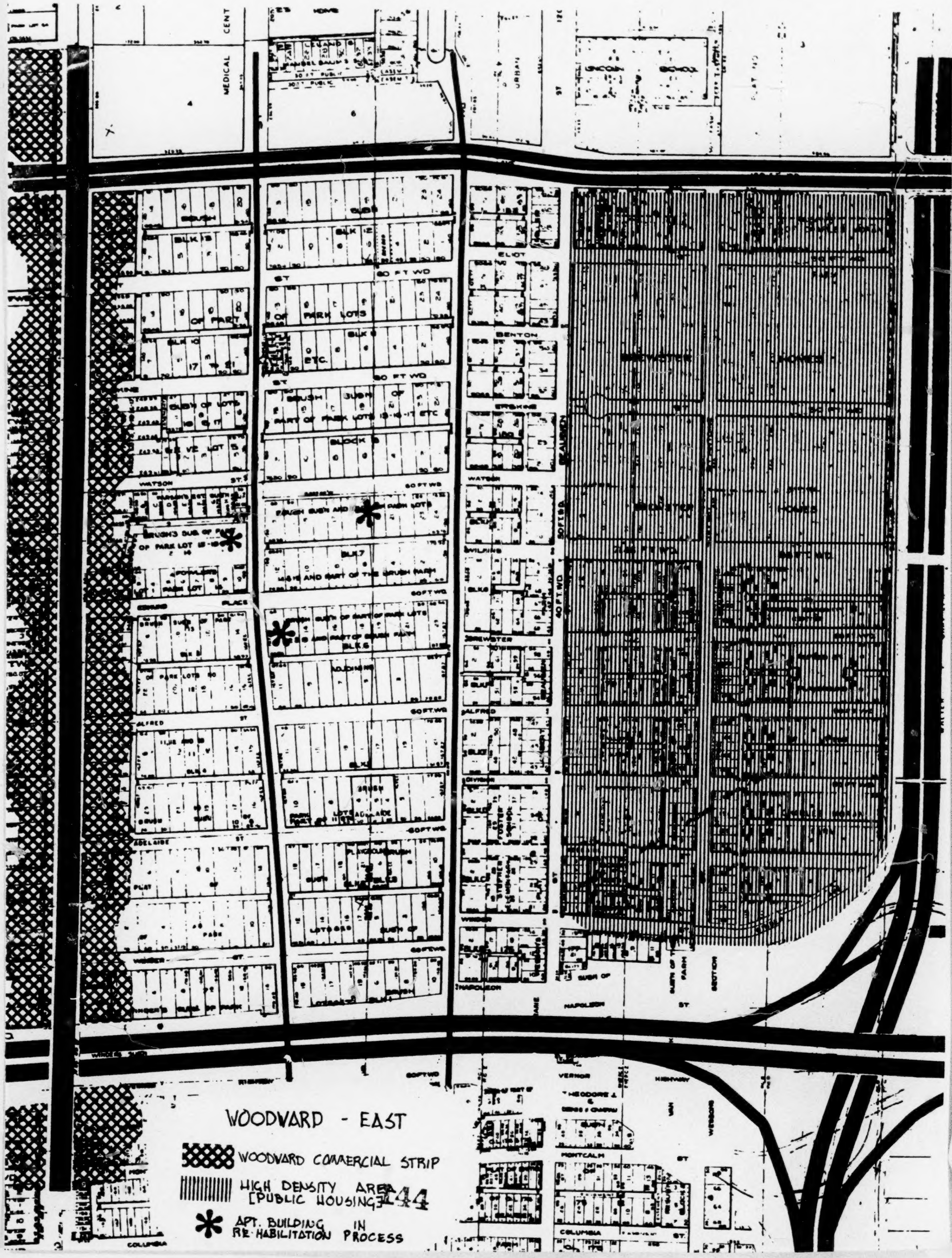
Since Woodward East is so well known around Detroit, it is reasonable to anticipate any efforts undertaken here can be well publicized for political purposes throughout the city and the metropolitan area with appropriate response by elected representatives and civic leaders.

139. SITE EVALUATION RATING: WOOWARD EAST

	-3	-2	-1	0	+1	+2	+3
Relation to Overall Growth							X
Relation to Population Change					X		
Relation to Plans for Change							X
Relation to Employment Sources							X
Relation to Transportation							X
Construction & Demolition Activity						X	
Housing Investment					X		
Commercial Investment						X	
Available Consumer Market				X			
Area Size for Investment Control							X
Clearly Defined Boundaries					X		
Image of Place							X
Visability of Effort							X
Variety of Land Uses							X
Land Ownership Patterns			X				
Condition of Structures			X				
Access to Public Services						X	
Access to Private Services					X		
Racial Balance					X		
Variety of Family Types					X		
Variety of Income Levels		X					
Support of Community Organizations							X
Support of City Agencies		X					
Support of Special Interest Groups							X
Support of State Government					X		

Rating Schedule:

-3	Very negative, destructive
-2	Negative, harmful
-1	Slightly negative, no support
0	Neutral
+1	Slightly positive, supportive
+2	Positive, assistance base
+3	Very positive, creative influence


MEDICAL CENT
LINCOLN SCHOOL
ELIOT
BENTON
ERSKINE
WATSON ST.
EDMUND PLACE
BREWSTER
ALFRED ST
ADELAIDE ST
WINDER ST
NAPOLEON
BEAUBIEN
BREWSTER HOMES
PLAYGROUND
VERNOR HIGHWAY
MONTCALM ST
COLUMBIA
BLK 13
BLK 12
BLK 10
BLK 7
BLK 6
BLOCK 9
OF PARK LOTS
50 FT WD
40 FT WD

WOODVARD - EAST

WOODVARD COMMERCIAL STRIP
HIGH DENSITY AREA [PUBLIC HOUSING]
APT. BUILDING IN RE-HABILITATION PROCESS

144

AREA EVALUATION SUMMARIES

SECOND -- BLAINE

This area is not recommended for overall neighborhood conservation. There is no basis upon which to purpose planning for area with improvements since there is very little vacant land, and ownership characteristics prohibit concerted actions. Further, there appears to be no obvious advantages to be gained since environmental conditions are not badly deteriorated. The results of conservation efforts should not be highly visable.

However, it is recommended that a facility be constructed to provide parking for the Lee-Crest and Chatham Apartment rehabilitation projects. This would provide a modest test of the simplest level of conservation and would assist the marketing and management of those buildings.

144 BOSTON -- DEXTER

This area is not recommended for overall neighborhood conservation without an investment of funds sufficient to deal with the entire nine block area. Otherwise, individual efforts will be so scattered that they will not lead to improvement of the entire area. Without an investment of funds much greater than those presently available, conservation efforts would not result in a demonstrably visable improvement in the area.

The only efforts that can be recommended at this time are those taken to compliment the rehabilitation of a particular building. However, care should be taken to avoid dissipating conservation funds on a series of projects which cannot be mutually beneficial.

GLADSTONE -- LINWOOD

This area is not recommended for neighborhood conservation. The area is so intensively used that to improve it physically would require the relocation of substantial numbers of people. No overall approach to improving the area can be taken owing to the lack of vacant land, the complex nature of land ownership and the generally unalterable physical character of the area. The only efforts which can be suggested are those which are taken as an adjunct to the housing rehabilitation efforts already underway.

146 SEWARD -- TWELFTH

This area is recommended for neighborhood conservation subject to the correction of some strong negative influences. The area is so constituted that conservation efforts will result in a clearly visable improvement. However, the area is located immediately adjacent to a portion of Twelfth Street which was badly damaged during the 1967 civil disturbance and is presently the location of considerable crime. Twelfth Street is to be rebuilt in the reasonably near future. If this rebuilding can be coupled with conservation efforts, the project can be highly recommended. If it cannot, the project can receive only a limited recommendation.

DUMBARTON ROAD

This area is recommended as having the highest potential for beneficial results from neighborhood conservation efforts. The area is so constituted physically that multi-faceted conservation efforts will result in a highly visable improvement in the overall area and will be beneficial to the general neighborhood. The number of apartment buildings being rehabilitated, the existence of a city park, a new elementary school and strategically located vacant land, make this area well-suited to conservation. This area contains all the physical, economic, social and political requirements to provide an appropriate test of neighborhood conservation and will, in addition, allow support of a major rehabilitation effort. It is clear that the Authority's investments in this area will be matched by investments from other sources, both public and private. This is the only area which appears to have the support of all concerned parties, and the opposition of none. It is also the only area in which all aspects of neighborhood conservation can be coupled with both existing and proposed housing investments.

148 WOODWARD EAST

This area is recommended for neighborhood conservation. There is every reason to believe that multiple efforts taken in this area will be of substantial benefit to the residents and will be highly visable to the City as a whole. While the physical condition of the area is highly deteriorated, there is a combination of useable buildings and vacant land that provides an unusual opportunity to combine housing rehabilitation and new housing with neighborhood conservation.

It is recommended that neighborhood conservation efforts be coupled with the erection of new housing and the rehabilitation of existing housing with all appropriate forms of subsidy needed to guarantee access by the present residents of the area.

PROJECT RECOMMENDATIONS

The Neighborhood Conservation Program being instituted by the Michigan State Housing Development Authority is aimed at establishing guidelines for the redevelopment of older neighborhoods. It is based upon housing rehabilitation and other physical improvements which can support and assist overall housing programs.

In order to establish criteria for neighborhood conservation, three projects have been selected for initial funding. Each project represents a different aspect of the conservation process and will provide different tests of the criteria. Further, each project has clearly identifiable elements and high potential for successful demonstrable results.

The first project is simply to provide parking for two apartment buildings located near each other by building a parking lot between them. This will provide the parking which is traditionally missing in inner city development and thereby assist in the marketing of the newly rehabilitated units. In addition, it will reduce the burden to street parking in the immediate vicinity which would normally be overcrowded with additional parking generated by rehabilitation. The project can be assigned directly to the housing developer.

The second project takes advantage of an already existing neighborhood plan which has been prepared by the Woodward East Project, and upon which implementive steps have been taken. This project calls for the removal of some existing buildings and the construction

151 of a number of facilities needed to provide an environmental framework conducive to housing rehabilitation and to new housing. This will be the first test of the neighborhood conservation process as a device to insure the success of housing programs. The project can be executed by the neighborhood organization already active in the area, the Woodward East Project, Inc.

The third project is concerned with a neighborhood where substantial housing rehabilitation is already underway and considerably more is contemplated. In this project, a number of construction elements are proposed to meet the recreational, shopping, community function and parking needs of the new residents of buildings under rehabilitation. This project contains all physical elements likely to be encountered in any high or medium density neighborhood and will demonstrate the value of a multi-faceted approach to neighborhood conservation. The project will require the establishment of a development team to coordinate the many separate project elements and to work with the several community organizations, governmental agencies and private investors involved.

Each of those projects are outlined in the following pages, along with the estimated costs and projected completion schedule. It is recommended that the Authority undertake all three projects in full, and that the immediate partial funding be granted each project as indicated in the staging recommendations. In this way, the projects can be started with the least capital outlay, and a sound financial program for the Neighborhood Conservation Program can be established.

LEE CREST - CHATHAM PROJECT

For demonstration of the Neighborhood Conservation Program as a form of assistance to housing rehabilitation efforts, this project is recommended. It illustrates the need for minor assistance to support individual rehabilitation projects.

The project calls for the acquisition of unused land and the construction of a parking lot on Second Avenue at Blaine, mid-way between the Lee Crest and the Chatham apartment rehabilitation projects. The project would provide much needed parking convenient to both buildings, and could be executed simultaneously with construction within the buildings. Further, this would provide an essential use of land to replace a presently abandoned building which is detrimental to the neighborhood.

The project costs, as submitted by Urban Housing and Planning Associates are as follows:

Acquisition	$15,000
Development	13,500
Total est.	$28,500
(Not to exceed	$30,000)

It is recommended that the Authority immediately provide a grant of $20,000 to implement this project with instructions to the developer to negotiate a lower land acquisition price.

WOODWARD EAST PROJECTS

The already completed planning for the Woodward East Project will provide a good test of the use of neighborhood conservation efforts to assist in implementing previously accepted overall plans. This project is recommended to determine the feasibility of working within the context of planning as proposed by neighborhood organizations.

The Woodward East area is located near Detroit's downtown area and to the east of Woodward Avenue. It contains apartment buildings, flats, large houses converted into apartments, and stores. It is adjacent to a large public housing project and contains an elementary school. There is a considerable amount of vacant and underused land.

The area embodies the most pressing social, economic, and environmental factors existing in the city. A successful project here will be a major success. In addition, the area is so constituted physically and politically that improvements made will be highly visible.

The specific elements of this project, as recommended by the Woodward East Project, Inc. are:

	Total Cost	First Cost
A Community Center	$197,500	$46,000
Community Parks	41,500	15,000
Experimental Housing	(to be reimbursed)	37,000
Parking	20,000	---
Professional Fees	35,000	---
Total	$342,000	$98,000

156 **Of the estimated costs, some $20,000 will be requested of the Department of Housing and Urban Development from its Open Space and Urban Beautification Program on a 50-50 matching basis. Another $132,000 will be requested from HUD's Community Facilities Program on a 1/3 - 2/3 shared basis. Funds advanced for land options for housing are to be reimbursed from housing development grants.**

Initial funding for this project is requested from the Michigan State Housing Development Authority in the amount of $98,000 to secure all properties and prepare documents in sufficient detail to award contracts for construction.

DUMBARTON ROAD PROJECTS

As a demonstration of the Neighborhood Conservation Program being developed by the Michigan State Housing Development Authority, a particular area in Detroit is recommended for one of the first capital improvement projects. This project is suggested in order to utilize neighborhood conservation to strengthen the stability of a neighborhood where housing rehabilitation is underway, as well as to develop implementary mechanisms for such approaches elsewhere.

The area is Dumbarton Road at Grand River Avenue. It is an area comprised of apartment structures extending along Dumbarton from the commercial thoroughfare of Grand River Avenue for two city blocks, and surrounded by single family houses. The unique advantage of this area for demonstrative purposes is the large number of elements which support neighborhood conservation. These include a new K-2 elementary school, a 1.2 acre park/playground, an opportunity for rehabilitation of a commercial center on Grand River, and the current rehabilitation efforts involving 7 of the 13 apartment buildings.

The area, fortunately for the purposes of this effort, embodies the social and environmental factors existing elsewhere in the city and is, therefore, a good prototype. The area also has the political and physical conditions necessary to achieve demonstrable results.

The specific elements of the project are described as follows:

159 Commercial Rehabilitation

At the intersection of Dumbarton Road and Grand River is a typical commercial strip development. There is a unique opportunity, however, in the availability of a sizable triangle of vacant land which, combined with the re-alignment of Dumbarton Street, would create a modest commercial center. Rehabilitation of the adjacent commercial structure (38,000 sq. ft.) would provide needed retail facilities to serve the area. Landscape treatment of the plaza would result in an attractive entrance to the Dumbarton area as well as enhance the character of the commercial center. This proposal could be the first step in implementing a broader commercial rehabilitation along this portion of Grand River Avenue.

McShane Playground

The McShane Playground, a 1.2 acre park in conjunction with the 1.0 acre Angell Primary School grounds, forms a significant open space within the Dumbarton area. At the present time, the aesthetic quality is poor and it is used by only a limited range of people. It is proposed that there be an overall re-design of the playground to include removal of excessive fencing, additional landscaping/lighting treatment and an attractive splash court area to maximize the environmental benefits to the residents of the area.

Dumbarton Road Treatment

Dumbarton Road is presently a wide street (76' R.O.W.) with an excessive amount of through traffic. In evaluating the traffic pattern in the area, it becomes obvious that closing off one end of Dumbarton Road would substantially reduce through traffic. With the traffic reduced and the excessive street width used for parking and landscaping, the environmental quality and safety considerations would be improved for the residents of the area.

Day Care/Community Center

At the present time there is a small warehouse in use adjacent to the playground which is appropriate for a combination day care/ community facility. Its location offers unique opportunity for combined recreational, educational and community programs. It is proposed that this structure be purchased and remodeled into a center to suit the needs of a community center.

Parking Facility

One of the major problems in the area is the lack of sufficient parking spaces for the apartment buildings. There is a parcel of land measuring 150' X 300' in the middle of the Dumbarton area. This land can be used for additional parking but will probably not be sufficient to completely relieve the problem. It is recommended that the feasibility of a one-level parking deck be investigated in detail. If it is not feasible, it is recommended that the area be used for surface parking.

161 Alley Treatment/Garbage Collection

The alleys behind the apartment buildings are typically bad. One of the problems is obsolete garbage containers. It is proposed that these be replaced with the Dumpster-type system, and that adequate lighting be installed such that the safety and environmental standards are maximized.

The Project Costs are estimated as shown on the following pages. They have been computed both as total costs and as first phase costs. First phase costs are those which should be funded at the outset to insure (1) control of land for development purposes (2) sufficient lead time to allow for proper design and engineering and (3) to form the necessary agreements and contracts to execute the Project.

DUMBARTON ROAD PROJECTS COST ESTIMATE

Item	Estimated Cost	State Share	Initial Cost
A. Commercial			
1. acquisition and rehabilitation of three structures for commercial/office purposes	$ 180,000 acq. 352,000 rehab.	$ 10,000	$ 10,000
2. acquisition of vacated triangle and treatment for shopping plaza	40,000 acq. 15,000 treatment	20,000 7,500	20,000 ------
3. realignment of Dumbarton Road	15,000	7,000	------
B. Open Space			
1. Reconstruction of McShane Park	40,000	20,000	------
2. Landscape/parking/street lighting treatment of Dumbarton Road	80,000	40,000	------
3. Dumbarton Rd. closing/green space	3,000	1,500	1,500
4. Quincy/Blain triangle	1,000	500	500
5. General tree planting	10,000	5,000	------
C. Housing Development			
1. Senior citizen housing	------	------	------
2. acquisition of abandoned/delapidated housing on Petoskey for new housing	50,000	------	------

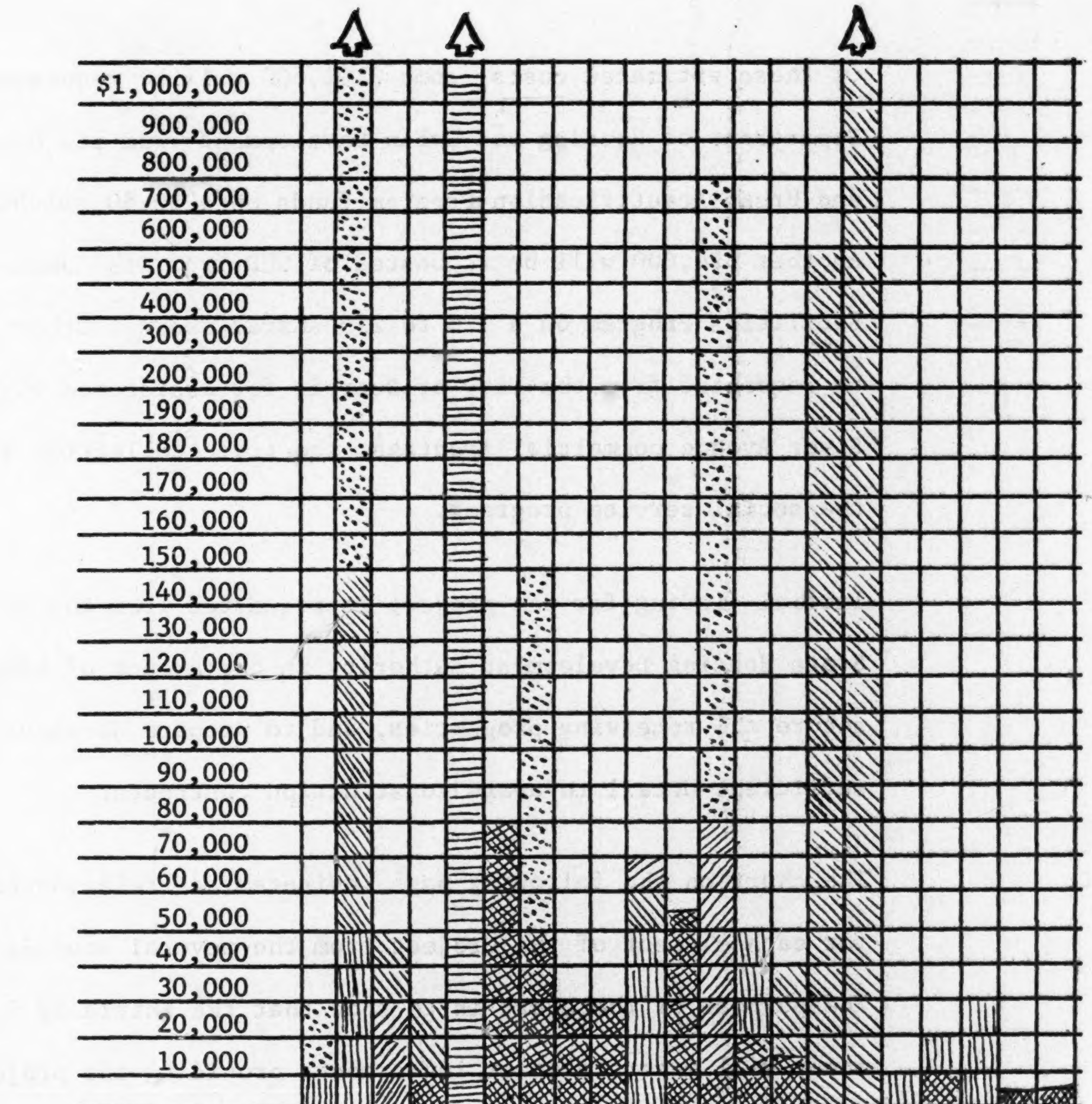
Item	Estimated Cost	State Share	Initial Cost
D. Common Services			
1. Day care/community center	$ 35,000 acq.	$ 20,000	$ 5,000
	25,000 rehab.	16,000	-----
2. Parking structure (one level/ 160 cars)	198,000	50,000	
3. Alley treatment (lighting, etc.)	20,000	10,000	10,000
4. Garbage collection system	20,000	10,000	------
5. Scattered off-street parking	10,000	10,000	------
E. Social Services			
1. Drug program	30,000	------	------
2. Shopping Management/training	50,000	------	------
3. Housing management/training	30,000	15,000	------
4. Police Actions	70,000	------	------
Sub-Total	$1,274,000	$242,500	$47,000
F. Urban Design and Engineering	39,000	39,000	19,000
G. Legal Fees	4,000	4,000	4,000
H. Development Team Fees	46,000	46,000	20,000
Sub-Total	$ 89,000	$ 89,000	$ 43,000
TOTAL	$1,363,000	$ 331,500	$ 90,000

Of these estimated costs, some $101,500 will be requested of the Department of Housing and Urban Development from its Open Space and Urban Beautification Program funds on a 50-50 matching basis. Another $24,000 will be requested of HUD from its Community Facilities Program on a 1/3 to 2/3 shared basis. Other funds will be requested from the City of Detroit for assistance with the Grand River Avenue commercial frontage, the trash collection system, and the social service programs.

Initial finding for the project is requested from the Michigan State Housing Development Authority in the amount of $90,000 to secure all receiving properties, and to prepare documents in sufficient detail to award construction contracts.

The chart on the following page indicates the relationship of funds for each element of the project from the several sources named. The purpose of the chart is to show that the initially invested money will generate other investments providing the project is executed in a coordinated way.

DUMBARTON FUNDING RELATIONSHIPS

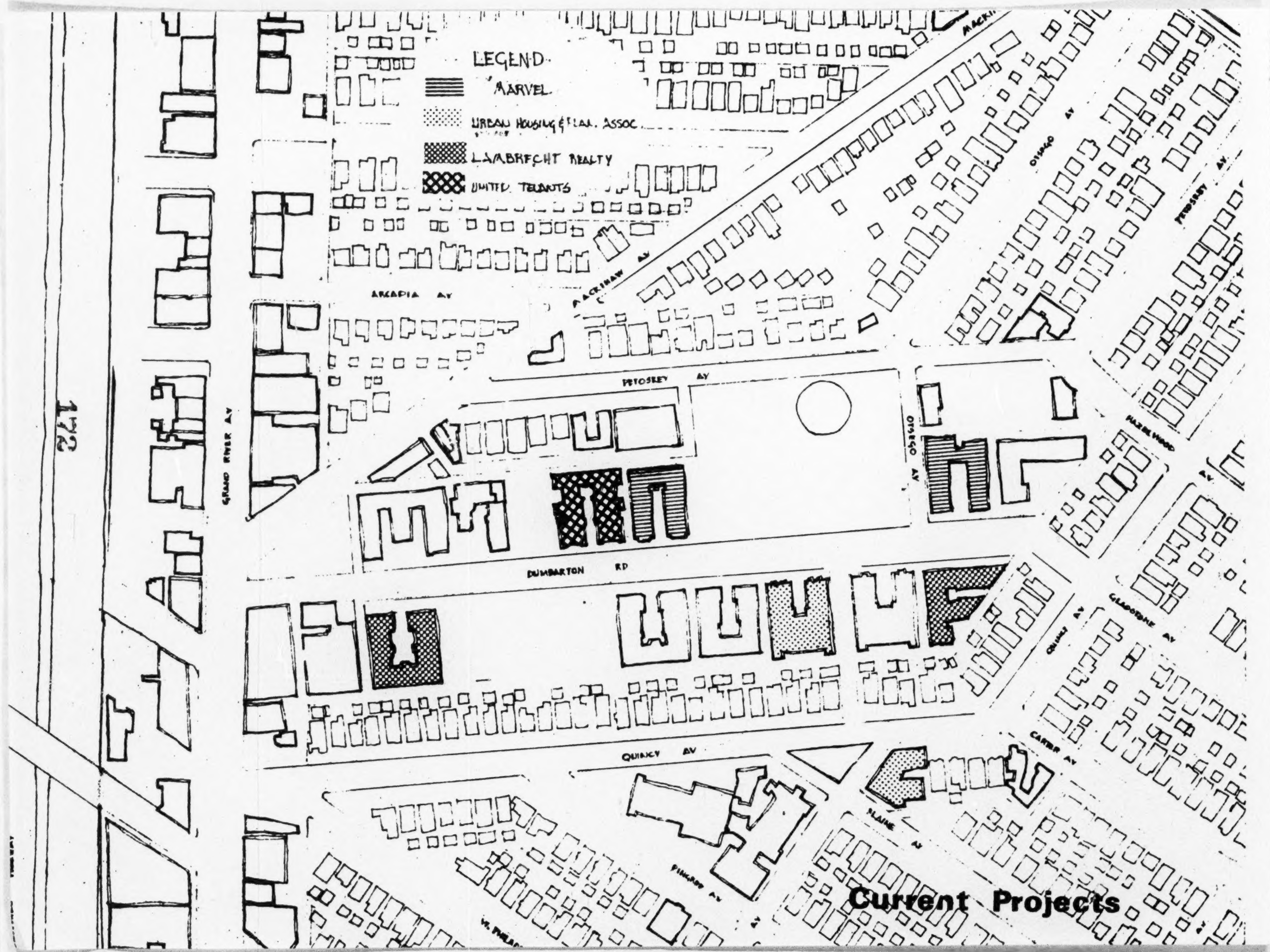


The chart on the following page shows the relationship of the project proposals to the various problems of the area. It can be seen that some project elements will influence several problems while other elements will influence only one. From this it can be concluded that some project elements are relatively more important than others. Although the chart does not indicate the degree of influence, it does serve as a guide to understanding the emphasis that should be placed upon a multi-faceted approach to neighborhood conservation.

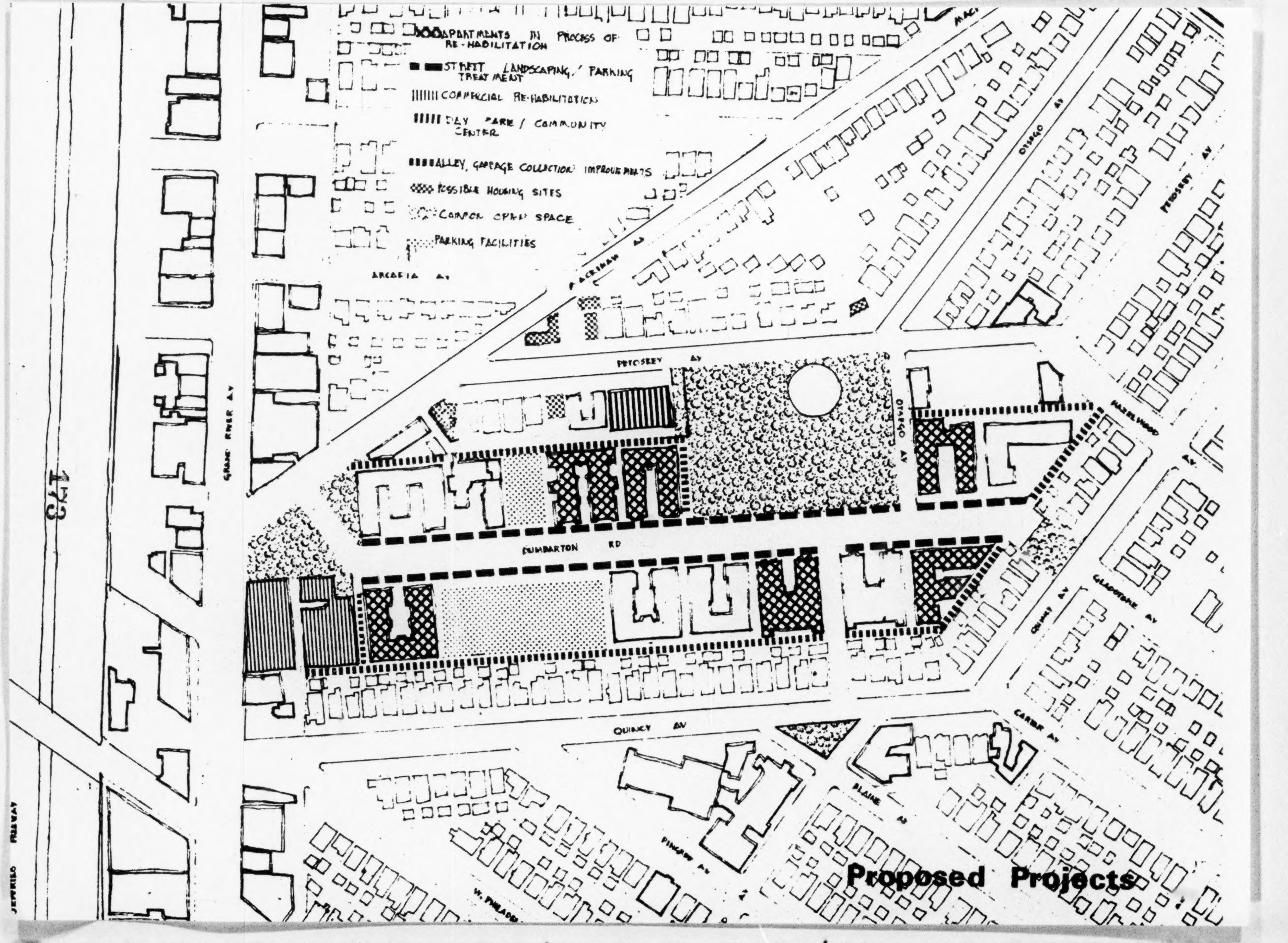
	Triangle Landscape	DPW Services	Alley Treatment	Street Parking	Rehabilitated Apartments	Rehabilitated Houses	Close Street	Fix Park	Street Lights	Rehabilitated Stores	Plaza	Police Actions	Day Care Center	Community Center	Parking Deck	Landscape Street	Senior Citizen Housing	Housing Mgmt. Training	Shopping Mgmt. Training	Grand River Strip Commercial	Drug Program
Street Traffic				X							X					X					
No Parking				X											X	X					
Poor Shopping											X	X							X	X	X
Street Crime				X							X	X				X				X	X
No place for children								X			X		X	X							X
No place for the elderly								X			X			X			X				
Poor Housing					X	X											X	X			
Poor Lighting				X							X									X	
Dope Houses												X						X			X
Vacant Stores										X	X								X	X	
No sense of place								X			X					X					
Unhealthy Environment		X	X									X				X				X	X
Neighborhood Interaction								X	X	X	X	X	X	X		X				X	X
Ugly Environment	X	X	X		X	X		X	X	X	X				X	X		X	X	X	

DUMBARTON PROBLEMS AND PROJECTS

The maps on the following three pages show the rehabilitation presently underway, the elements of the proposed project, and a composite of all projected improvements. In addition, these drawings show the relationship of the project area to the surrounding neighborhood, and identifies changes in the physical character of the neighborhood. These drawings are only descriptive of the project elements and are not sufficient to be considered as project designs or plans.

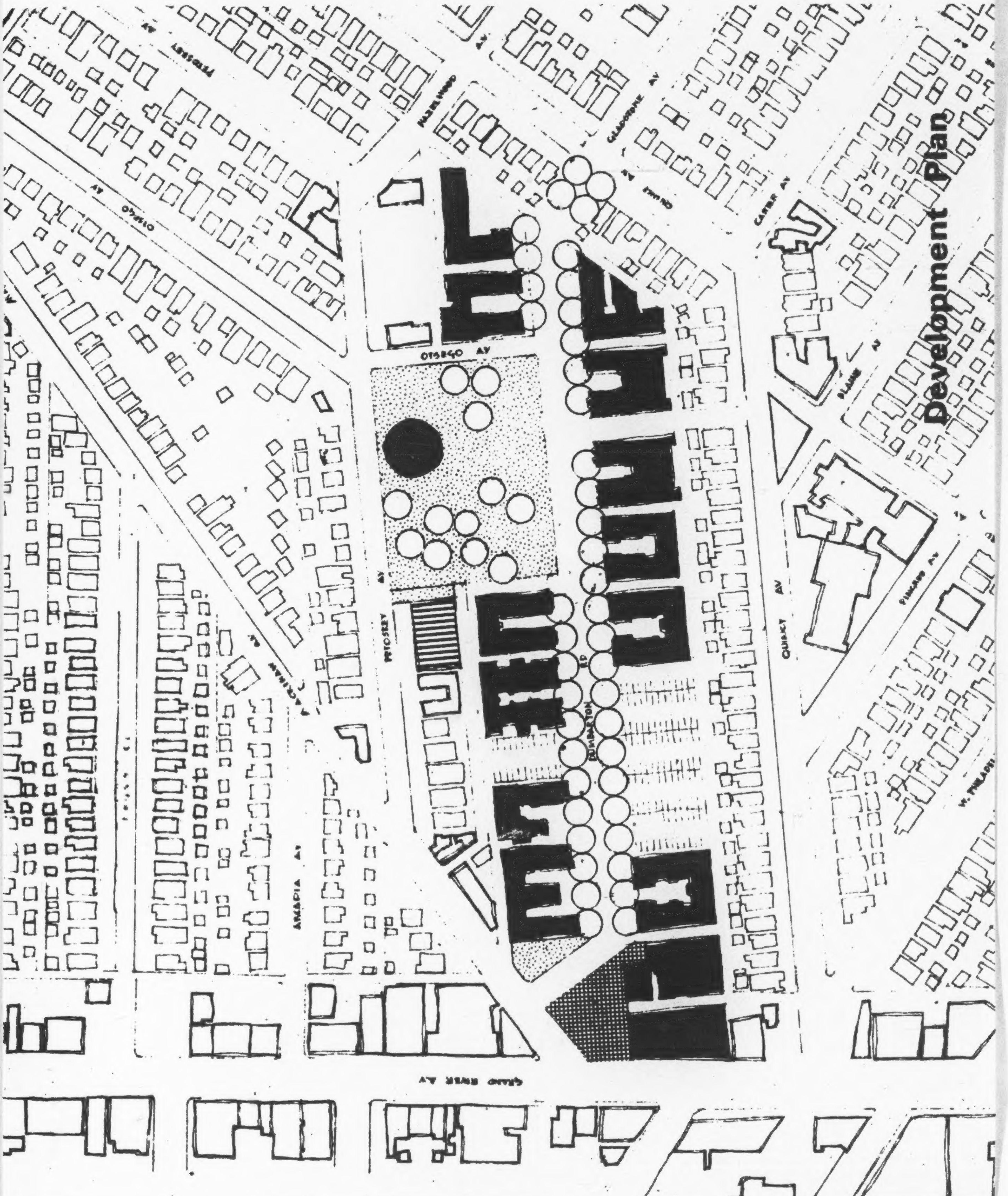

LEGEND
MARVEL
URBAN HOUSING & PLAN. ASSOC.
LAMBRECHT REALTY
UNITED TENANTS
GRAND RIVER AV
ARCADIA AV
MACKINAW AV
PETOSKEY AV
OTSEGO AV
HAZELWOOD
DUMBARTON RD
GLADSTONE AV
QUINCY AV
CARTER AV
BLAINE AV
PINGREE AV
172

Current Projects



Proposed Projects

APARTMENTS IN PROCESS OF RE-HABILITATION
STREET LANDSCAPING / PARKING TREATMENT
COMMERCIAL RE-HABILITATION
DAY CARE / COMMUNITY CENTER
ALLEY, GARBAGE COLLECTION IMPROVEMENTS
POSSIBLE HOUSING SITES
COMMON OPEN SPACE
PARKING FACILITIES
ARCADIA AV
MACKINAW AV
PETOSKEY AV
OTSEGO AV
HAZELWOOD
DUMBARTON RD
GLADSTONE AV
QUINCY AV
CARTER AV
BLAINE AV
PINGREE AV
W. PHILADELPHIA
GRAND RIVER AV
JEFFRIES FREEWAY



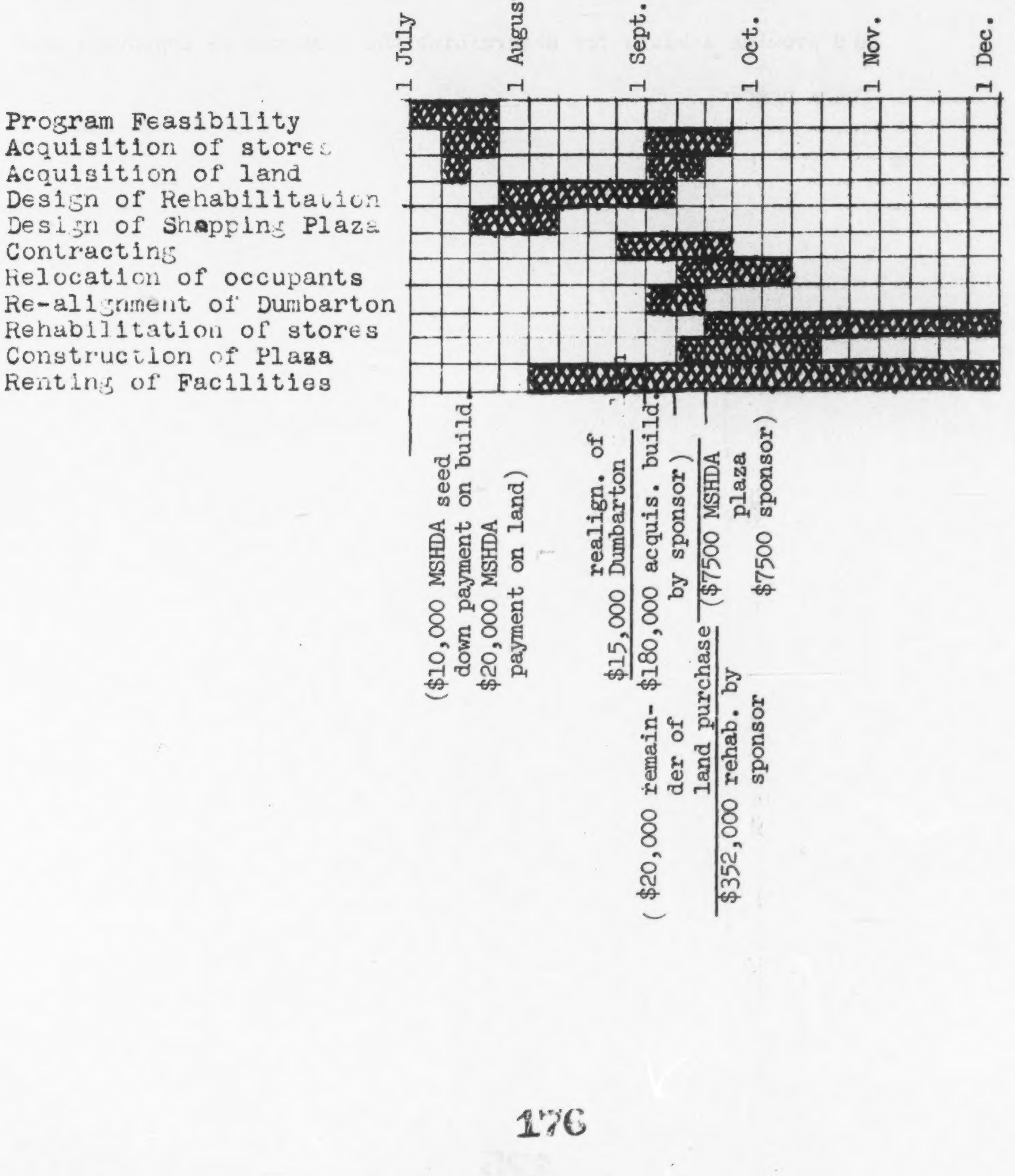
Development Plan

OTSEGO AV
PETOSKEY AV
HAZELWOOD AV
GLADSTONE AV
CARTER AV
BLAINE AV
DUMBARTON RD
QUINCY AV
PINGREE AV
W. PHILADELPHIA
ARCADIA AV
GRAND RIVER AV
JEFFRIES FREEWAY

172 The charts on the following pages show the time and funding schedule of each element of the project, based upon a July 1, 1971 starting date. The charts indicate the lead time needed to prepare professional documents and secure land. They do not show provisions for delays, but do reveal critical stages. The information shown can be used to establish an overall project performance schedule and provide a basis for determining the sequence of approvals and funds needed.

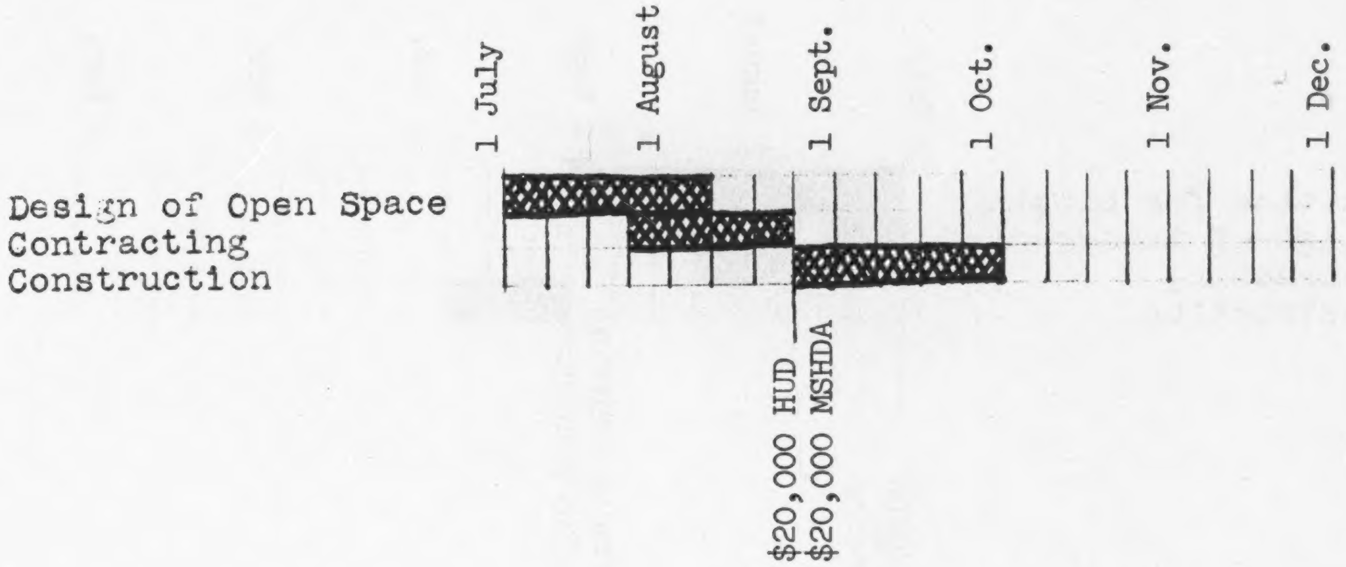
COMMERCIAL FACILITIES

Participants: ICBIF
Mayor's Committee for Industrial/
Commercial Development
HUD
MSHDA

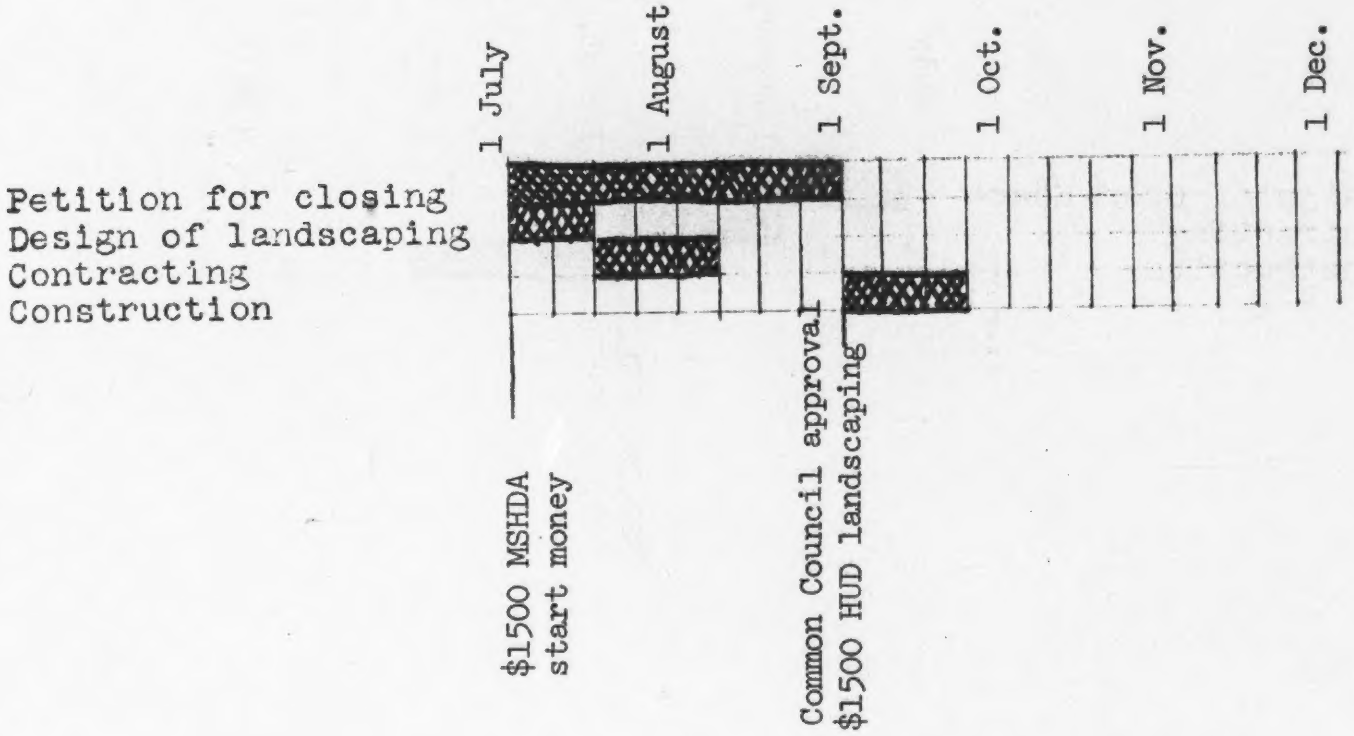


McSHANE PARK

Participants: Department of Parks and Recreation
Detroit Board of Education
HUD
MSHDA

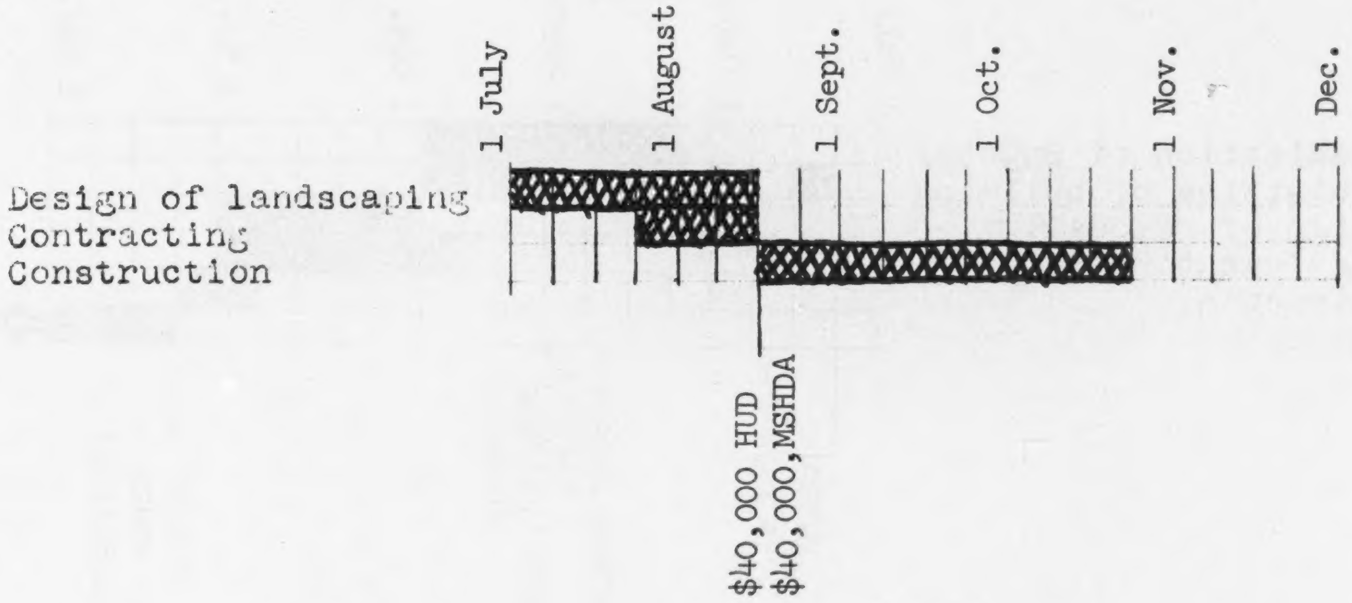


Participants: Department of Streets and Traffic
Department of Parks and Recreation
HUD
MSHDA

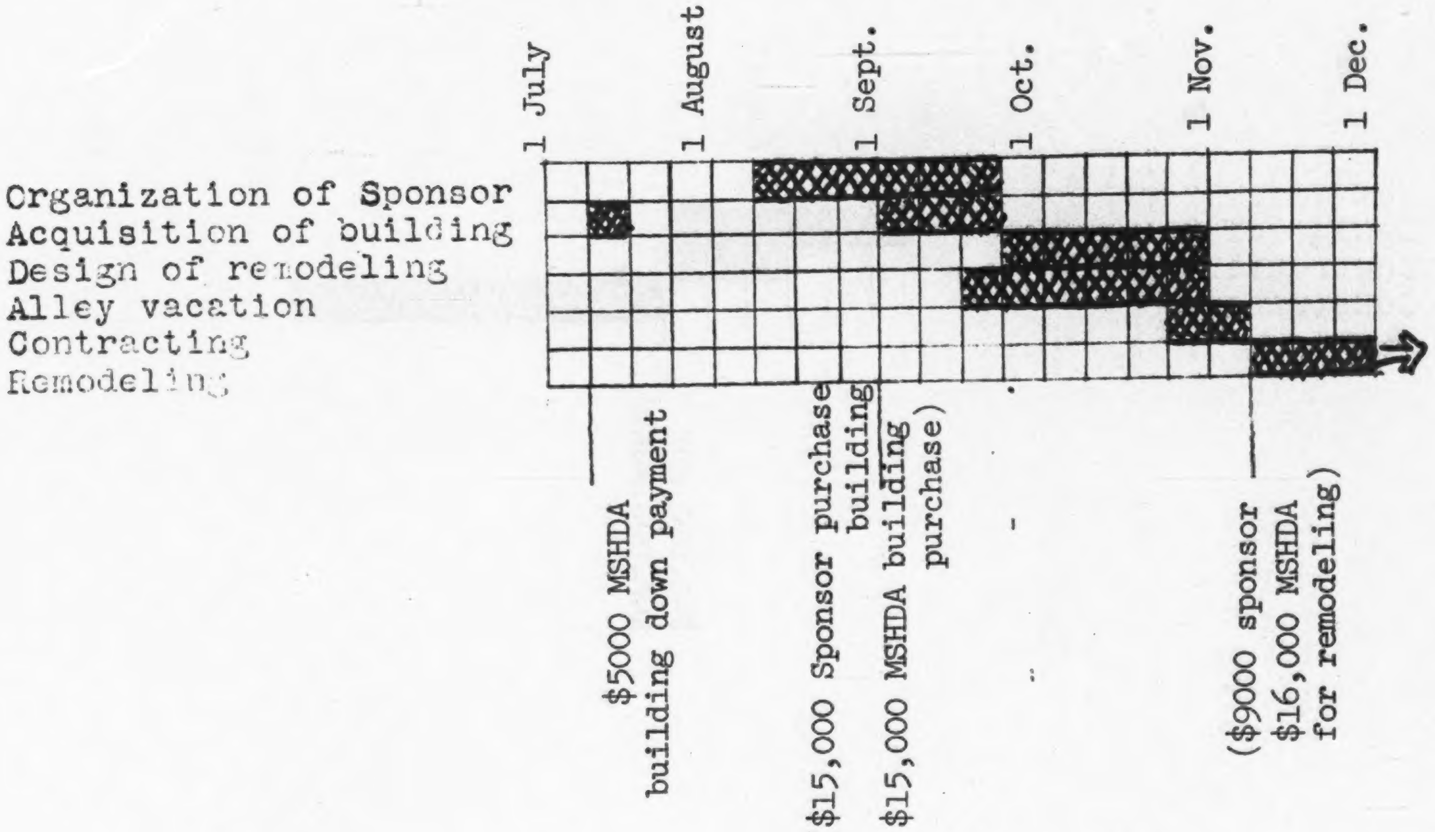


DUMBARTON ROAD TREATMENT

Participants: Department of Streets and Traffic
Department of Parks and Recreation
Public Lighting Commission
HUD
MSHDA

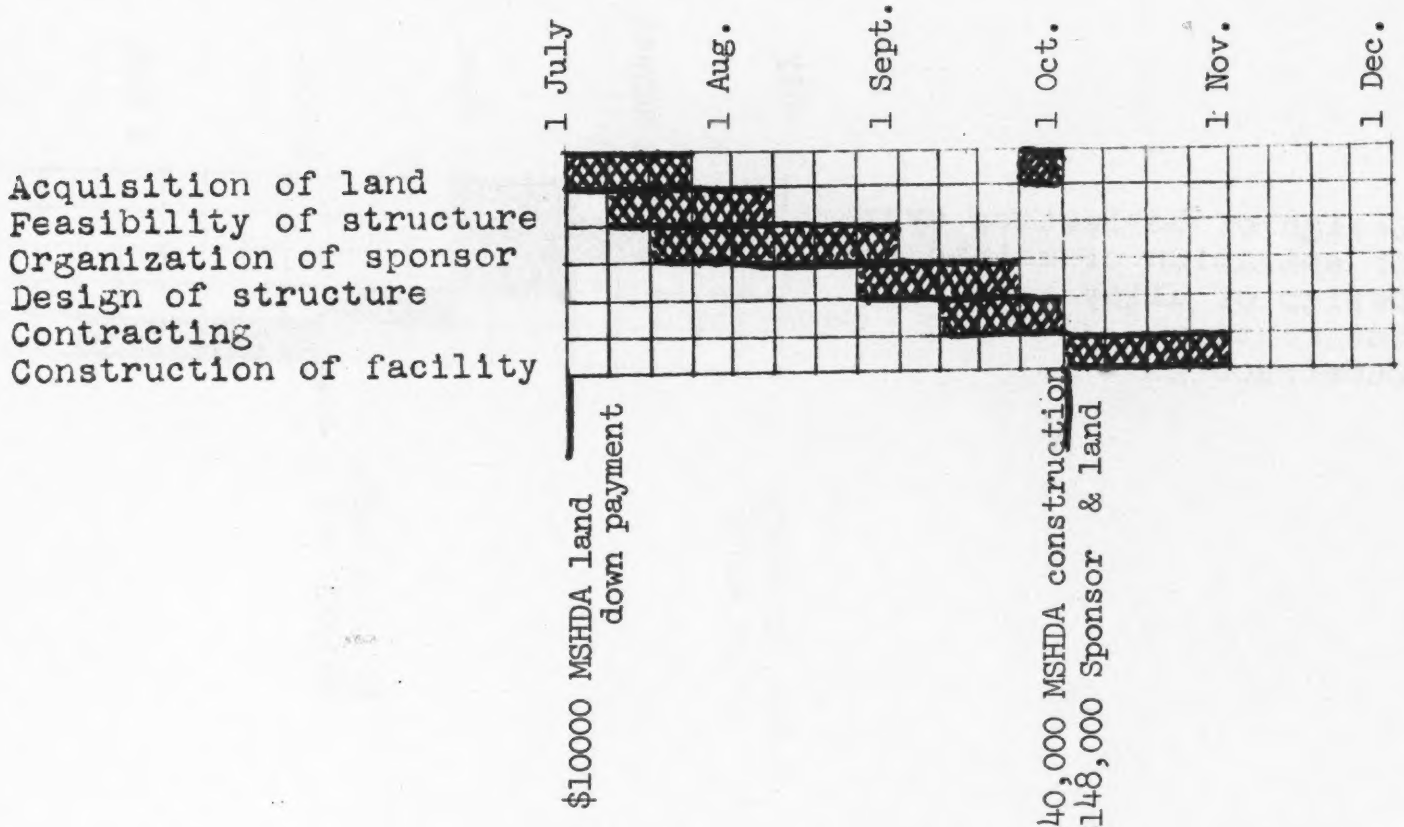


Participants: Sponsor
HUD
MSHDA



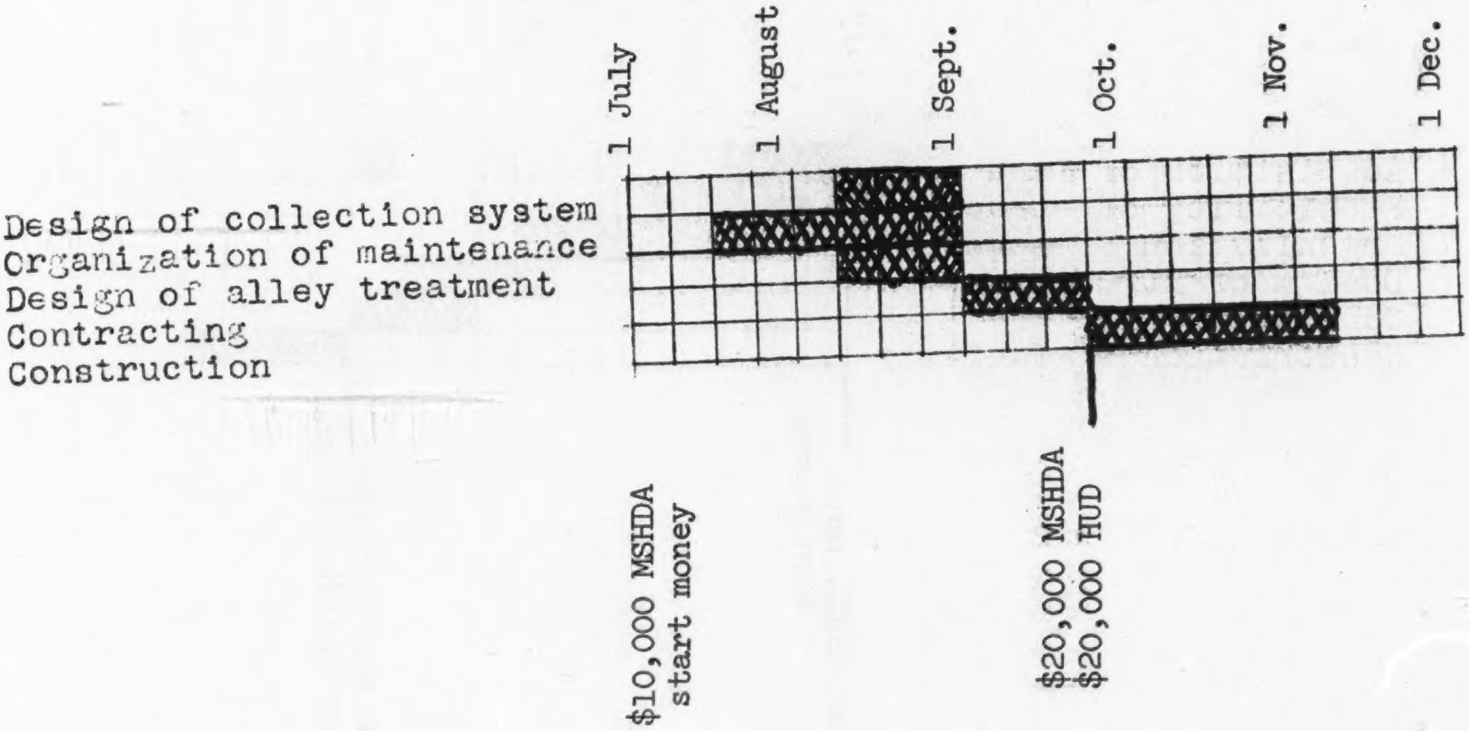
PARKING FACILITY

Participants: Housing management
MSHDA



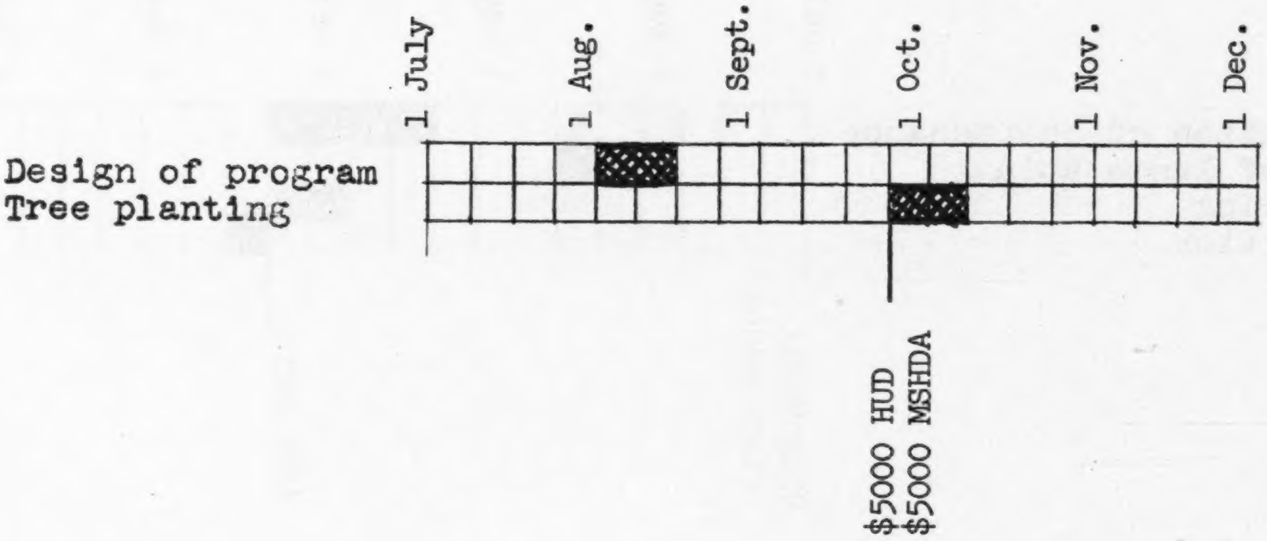
ALLEY TREATMENT/GARBAGE COLLECTION

Participants: Department of Public Works
Public Lighting Commission
HUD
MSHDA
United Tenants



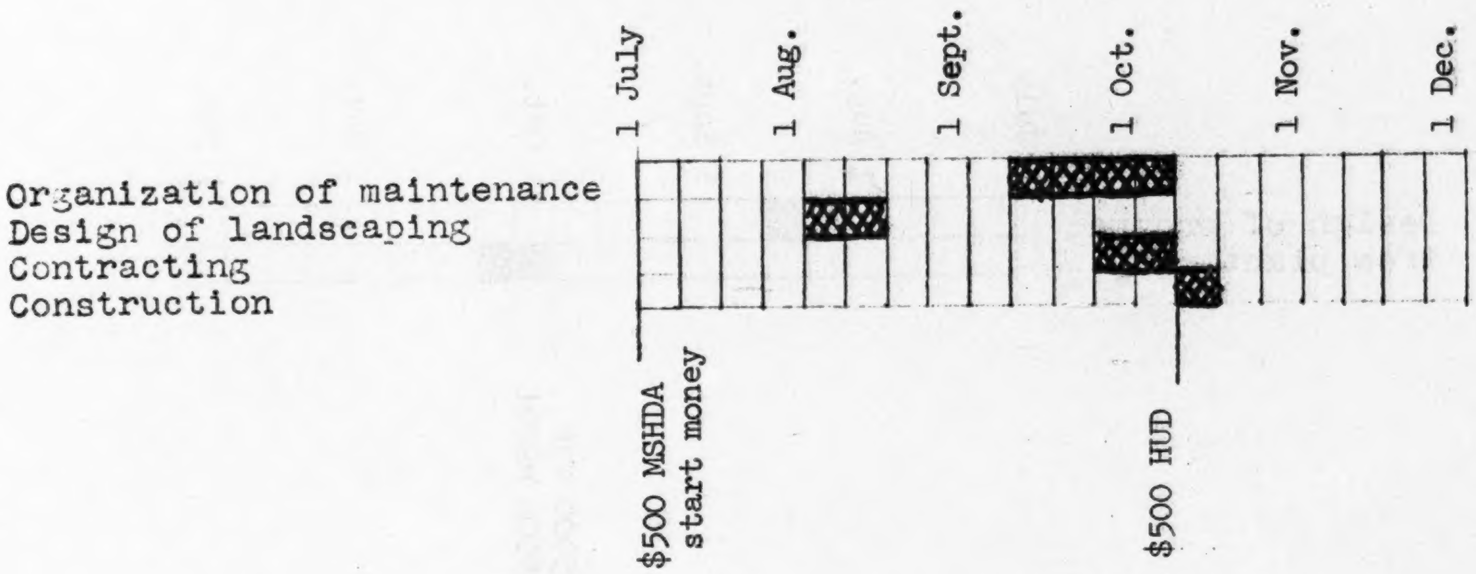
GENERAL TREE PLANTING

Participants: Department of Parks and Recreation
HUD
MSHDA



QUINCY AVENUE TRIANGLE

Participants: Department of Streets and Traffic
Department of Parks and Recreation
St. Theresa Church



PROJECT CONCLUSIONS

Before entering into any project there are a number of questions to which answers should be given about every proposal. They concern the character of the project, its financial considerations, the legal mechanisms to carry it out and guarantees of future conditions. Some of the more important questions to be answered will include:

-- Which elements of the project are directly supportive of housing investments?

-- Which elements of the project will be used by project area residents only and how will this be controlled?

-- What are the conditions for use of common facilities?

-- What is the time schedule for project completion and project funding?

-- How is the security of the project to be guaranteed?

-- Is the design of the highest quality?

-- How are project costs estimated?

-- How will project costs be controlled?

-- How much of the project costs will depend upon MSHDA grants?

-- How much of the project costs will come from other government sources and how much from private sources?

-- What are the conditions for the use of private funds?

-- What obligations, liens and attachments are assoicated with the project?

-- What are the insurance requirements of the project?

-- How will maintenance of common facilities be paid for?

-- How can property owners who will benefit from the project be required to support it?

-- What is the relationship between owners, investors, developers and contractors.

-- What form of entity will receive MSHDA grants?

-- How is management of common facilities to be done?

-- Who is to be held responsible for the long range future quality of management and maintenance?

The questions posed here identify some of the obstacles to be overcome in establishing a neighborhood conservation program. The most difficult questions deal with the beneficiaries of government funds and the quarantees of future control. Once a project leaves the category of an individual building which carries well tested controls and enters the scale of neighborhood enterprise, a whole new set of controls will need to be devised. The creation of those controls is a function of the second phase of the conservation program.

The first phase of the neighborhood conservation program has been completed to the point where criteria for project selection have been established, and projects have been selected which allow for a proper testing of those criteria. At this point, sufficient detail has been provided to indicate that the projects recommended for implementation would provide a reasonable test for the neighborhood conservation theory while at the same time providing the Authority with the experience in multi-faceted project coordination supportive of its housing rehabilitation programs. The project recommendations and proposals have been exposed to a wide variety of concerned people including professionals, financiers, residents, developers, etc., all with positive results. It now remains for the Authority to begin implementation of one or all of the projects recommended to them.

In order to implement these project proposals, it is necessary that the Authority take three steps simultaneously:

1. The Authority should enter into formal working relationships with the appropriate city and federal agencies, which will result in a cooperative effort in securing funds and project completion.
2. The Authority should issue a contract for the preparation of detail plans, designs and engineering documents in order that construction can take place within the very near future.
3. The Authority should take control of the land defined as important to the success of the project.

186 The first step is a relatively simple matter not requiring any cash transaction, but it is crucial to the progress of the project in a logical and timely way. The second and third steps both require the assignment of funds by the Authority. It is recommended that these funds be made available as soon as possible in order to maintain continuity between project planning and execution. The following pages describe in detail the aspects of each of these three steps.

THE AUTHORITY SHOULD ENTER INTO THE APPROPRIATE AGREEMENTS WITH CITY AND FEDERAL AGENCIES.

It is essential that the Authority submit a letter of intent for the execution of this project, and for the assignment of its funds, at the earliest possible date in order that matching funds might be generated from HUD for the open space and community facilities portions of the project. The letter of intent will be sufficient to activate HUD in pursuit of this project and to identify the reservation of funds well ahead of the need of the City after the money is spent, on a fifty-fifty basis for open space projects and a one-third/two-third basis for community project facilities. This will require that the Authority spend project expenditures on the basis that it will be reimbursed by the Federal government. The letter of intent, along with the project description, needs to be submitted as soon as possible in order that the eligibility for the project be established and refinements of estimated costs be made as soon as possible. If any of the projects submitted are termed whole or partly ineligible by HUD, then that portion of the project will either have to be reviewed and revised, or the assignment of funds by the Authority will have to be revised.

THE AUTHORITY SHOULD PROVIDE FUNDS FOR THE DETAILED DESIGN AND CONSTRUCTION DOCUMENTS.

While funding from the Authority is generating matching funds from HUD and from other agencies, it will be necessary to prepare the appropriate documents for project execution as soon as possible. This is necessary in order that the Authority funds not be inactive for too long a period of time, and that the anticipation of the conservation project does not introduce artificial land speculation or other deleterious effects. Further, the final cost estimates will be based upon the detailed construction drawings. While the current estimates are reasonably accurate, they cannot be accurate to the same degree that they will be when based upon detailed drawings and specifications. Therefore, the entry into contract for these services as soon as possible is desirable. These documents would include plans, designs, and engineering drawings for all aspects of the open space program, parking facilities, street lighting, the realignment of streets, and for the redesign of any buildings other than those covered under housing funds. In addition, such funds would cover legal fees, real estate fees, etc., all of which are necessary prior to the acquisition of land and the beginning of construction.

THE AUTHORITY SHOULD MAKE FUNDS AVAILABLE FOR THE ACQUISITION AND/OR CONTROL OF IMPORTANT PIECES OF LAND.

It is absolutely essential that as soon as a project is formally accepted, and arrangements are sought with appropriate agencies, and detailed plans and designs are underway, control of key pieces of land be established, either through option, land contract, or outright purchase. This is the only way it will be possible to guarantee the completion of the project in the prescribed way. Funds should be made available for this purpose at the earliest possible date.

APPENDIX

AREA DATA SUMMARY

AREA DATA SUMMARY

ELEMENT	DUMBARTON RD. 1965 TALUS	 1969 CRP	BOSTON SEWARD GLADSTONE 1965 TALUS	 1969 CRP	SECOND 1965 TALUS	 1969 CRP	WOODWARD E. 1965 TALUS	 1969 CRP
Median Income	5920	6460	6460	7140	5480	5050	2800	2620
Number of cars per household	1.0	1.0	1.0	1.2	0.7	1.0	0.5	0.5
% Black population	83	88	81	89	66	74	84	82
Median years of residence	1-4	4-7	1-4	4-4	1-4	4-7	1-4	4-4
% Owning or buying home	36.4	31	38.6	36	25.8	25	9.4	9.0

DUMBARTON ROAD
PROJECT FACTS

CENSUS STATISTICS

	Tract 162	Tract 163	Total
Total Population	3480	4703	8183
% non-white	97%	98%	97.5%
Age			
17 or less	1189	1732	2921
18 to 64	1993	2712	4705
65 and up	296	256	552
Pop. per household	3.17	2.88	3.02
Total housing units	1127	1899	3026
Occupied housing units	1090	1626	2716
Vacant housing units	36	272	308
Single family units	211	302	513
Multiple-family units	914	1592	2506
Owner occupied	508	415	923
Renter occupied	582	1211	1793

* Tract 162 Grand River-Virginia Park-Wildemere-Joy-Dexter-Gladstone-Quincy

* Tract 163 Grand River-Joy-Dexter-Gladstone-Quincy

DUMBARTON ROAD TARGET AREA 13.8 acres

APARTMENT BUILDING STATISTICS

	Dumbarton Address	Units	Ownership
(A)	8550	70	Accord, Inc. (receivership)
(B)	8634	66	Mabarack Co.
(C)	8656	59	Flora Management
(D)	8690	71	I. M. Stahl
(E)	8710	66	Charles Smith & Co.
(F)	8740	63	Rose-Pollack
(G)	8545	67	Terra Management
(H)	8575	36	Donitz Management
(I)	8621	25	United Tenants
(J)	8627	60	United Tenants
(K)	8745	60	Marvel Unlimited
(L)	8771	72	Investment Management
		715	

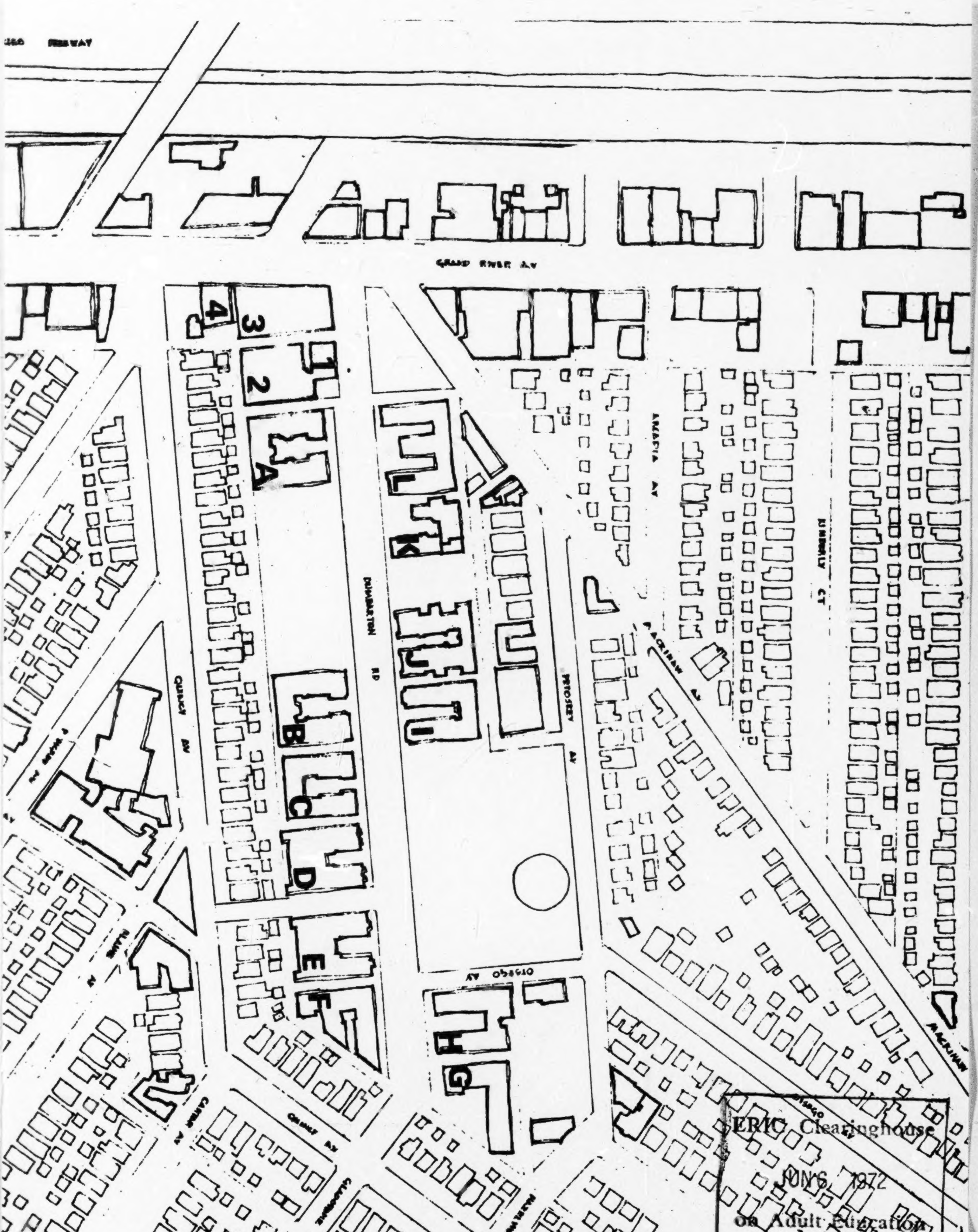
Rent Schedule

Typical apartment building:	studio	$75
	1 bedroom	$90
	2 bedroom	$105
Rehabilitated apartment building:	studio	$97
	1 bedroom	$117
	2 bedroom	$132

COMMERCIAL FACILITIES * 38,000 sq.ft. in (1),(2) and (3)

(1)	8516-8522 Dumbarton	Beauty Shop Dry Cleaners Clock Repair
(2)	8526 Dumbarton	Auto Bumping & Painting Automobile Storage
(3)	8535-8560 Grand River	Drug Store Spanish-American Restaurant Cocktail Lounge Fish Market Offices (50% occupied) 2nd floor
(4)	8515-8530 Grand River	Beauty Shop Shoe Repair Record and Gift Shop Apartments (50% unoccupied) 2nd floor

* Single ownership (Samuel Kaner, Southfield, Michigan)


FREEWAY
GRAND RIVER AV
1
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E
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G
H
I
J
K
L
DUMBARTON RD
QUINCY AV
PETOSKEY AV
ARCADIA AV
KIMBERLY CT
MACKINAW AV
MACKINAW
OTSEGO AV
OTSEGO AV
CARTER AV
QUINCY AV
CLAIRMOUNT AV
HAZELWOOD
PETOSKEY AV

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